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# THE YUKON TODAY





# YUKON TODAY

A Reference Paper

Issued under the authority of  
HONOURABLE ARTHUR LAING, P.C., M.P., B.S.A.,  
Minister of Indian Affairs and Northern Development

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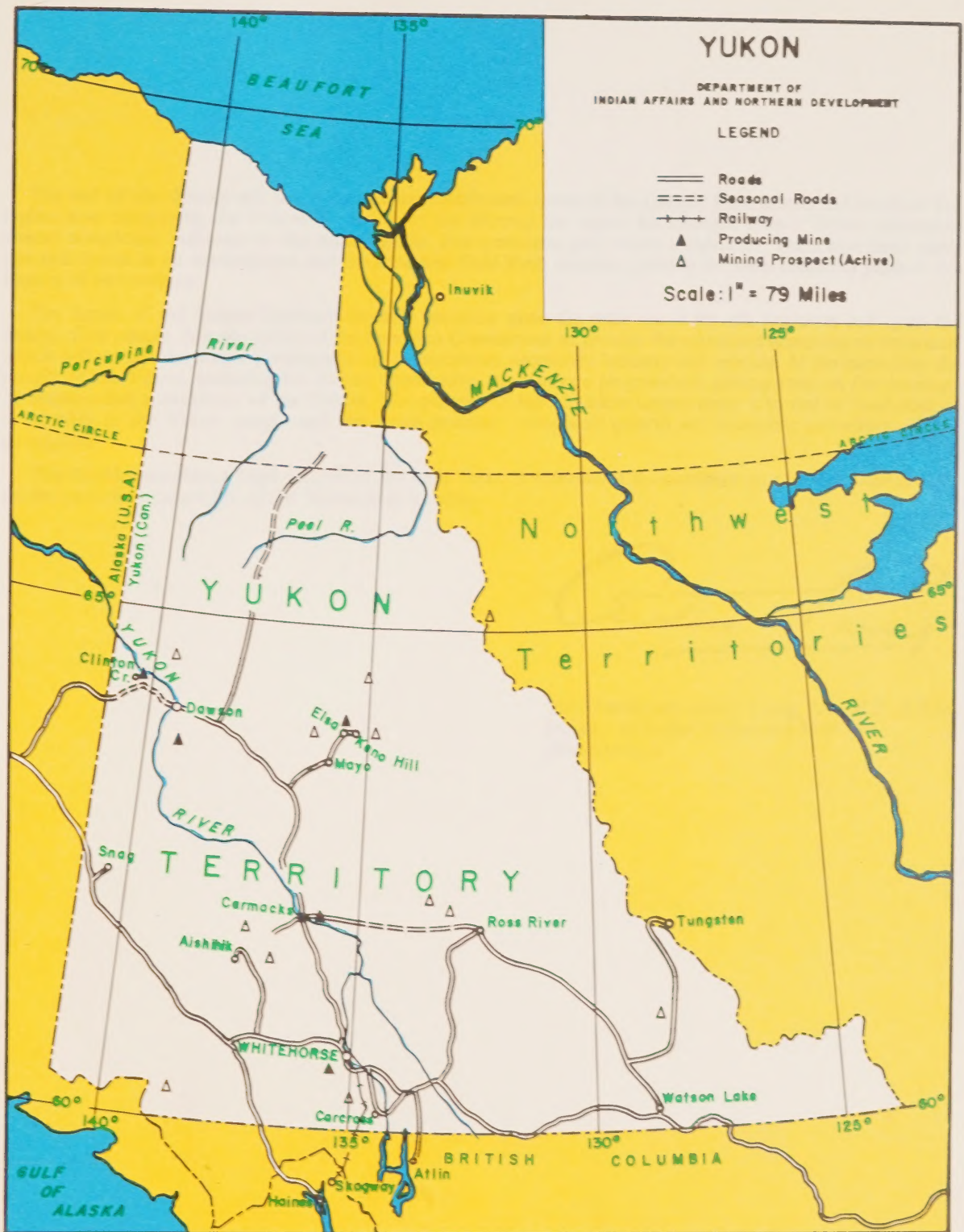
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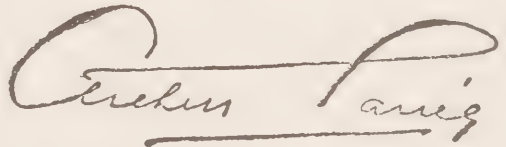
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## FOREWORD

The end of this decade will mark the one hundredth anniversary of the transfer from Britain to Canada of the region now comprising the Yukon Territory. In the interval the region has changed from a virtual wilderness, almost completely unknown to the outside world, into a modern, progressive community. There have been many ups and downs in its development and the Klondike Gold Rush provides possibly the most colourful pages in the history of our country.

The future of the Yukon Territory depends primarily upon the wide use of its rich resources and upon the energy of its people. It is the policy of the Canadian Government to provide the social and economic environment which will permit the sound development of the resources, secondary industry and services. At the same time the people of the Yukon, including the Indian community, must have a progressively greater voice in the decisions of business and government of the Yukon. The purpose of the Canadian Government is to vest as much control as possible in the Yukon people and these two policies – economic growth and increasing autonomy – must go together.

This booklet provides a brief résumé of the basic facts. It is intended to contribute to a better understanding on the part of all Canadians, of the Yukon as it is today.

A handwritten signature in dark ink, reading "Arthur Laing". The signature is written in a cursive style with a horizontal line underneath the name.

The Honourable Arthur Laing, P.C., M.P., B.S.A.,  
Minister of Indian Affairs and Northern  
Development.



## PART I — PEOPLE AND LAND

### THE PEOPLE

#### The Earliest Inhabitants

The ice covering most of northern Canada during the last Ice Age was in retreat some thirty thousand years ago, and it is quite possible that the first humans in what is now Canada came via Alaska and the Yukon soon after the ice began to recede. The fact that a very large part of the Yukon drainage, a vast central basin in the heart of the Yukon and Alaska, was never glaciated and appears to have been fit for human habitation during the latter part of the Ice Age would substantiate this conjecture.

Archaeological sites in the Yukon have already yielded many artifacts, the earliest of which are estimated to be at least 7,000 years of age. Several cultures are represented in these discoveries ranging up to late prehistoric or early historic times. One of the latest cultures was that of the Athapaskan or Denestasiro, "parent of the living Déné people". The time of their migration from Asia has not been determined precisely but it is thought they were among the last mongoloid peoples to come to North America; the earlier bands presumably dispersed southward throughout both Americas.

The Indians of the Yukon divide into two principal groups; the Déné or Athapaskans in the interior, and a northern fringe of the Tlingit tribe who live in the southwestern part of the Territory. The Déné people are again divided. The Loucheux tribe is found primarily in the Peel and Porcupine river areas with their main settlement at Old Crow. A second portion, the Kutchin Indians live in the Yukon River watershed to the south. The Kutchins are often referred to as the "Stick" Indians, a term meaning "of the forest". In addition to the Déné and Tlingit groups, a few Nahanni Indians are found in the southeastern corner of the Yukon Territory near Frances Lake and the streams draining into the Liard River.

Archaeological remains indicate that the short Arctic Coast of the Yukon (about 135 miles) once supported a fairly substantial Eskimo population. There are no Eskimo communities on this coast now; most of the Eskimos found in this area are travelling along the coast to or from the Mackenzie Delta or Alaska.

Before the arrival of Europeans in the Yukon, the natives depended entirely on fishing and hunting for their livelihood. As elsewhere, their way of life has changed considerably following white settlement in the area. This is particularly true in the southern Yukon and along the Yukon River where the younger

generations of Indians have adopted "white" ways very rapidly.

The first available census figure in 1895 shows an estimated population of 2,600 Indians in the Yukon. In 1912, when the provincial and territorial boundaries assumed their present pattern, population was 1,839. In 1929, the Indian population sank to its lowest point of 1,264 and then it began to increase at a steady rate. In July 1965, the population stood at 2,460, just slightly less than the figure for 1895.

#### History

There appears to have been little or no "white" penetration of the Yukon Territory until the middle of the 19th century. Although the Russians had been exploring and exploiting Alaska since its discovery in 1741, they had penetrated inland only 300 miles from the Bering Sea by 1838; some 600 miles from what was to become the Yukon border.

In 1840 and 1841 Robert Campbell of the Hudson's Bay Company, entered the Yukon from British Columbia. Starting from a trading post at Dease Lake, B.C., he travelled down the Dease River, crossed into the Frances River, Frances Lake and Pelly River area and built a fur-trading post at Frances Lake. In 1848, he built Fort Selkirk where the Yukon and Pelly Rivers meet. While Campbell was busy in the southern Yukon, another Hudson's Bay employee, John Bell, was exploring much farther north. In 1842, he crossed the divide between the Lower Mackenzie and the Porcupine River which he followed to where it joined the Yukon River. Fort Yukon was built near this junction in 1843.

Fur was the initial attraction to the Yukon but gold quickly displaced it. Although it was known earlier from the finds in Alaska, it was not until 1873 that prospectors began arriving there in any numbers. Many of the earlier arrivals came from California when the strike of '49 had passed. Some entered the Yukon from the north up the Yukon River from Alaska. Others, coming in from the south were the first to cross the Chilkoot Pass in 1878. With the influx of miners of whom there were several hundred by 1884, many of the fur posts turned to trading in prospectors' supplies, and a water supply route was established by river steamers on the Yukon River. In August 1896, the famous Klondike strike was made on Bonanza Creek. Thousands of gold seekers poured into the area and Dawson City at the junction of the Klondike and Yukon rivers quickly grew into a mining, trading

community of some 25,000 and captured a colourful place in our history.

By 1901 the total population of the Yukon was over 27,000 and of this total about 3,000 or nearly 12 per cent were Indians. Nearly all of the 24,000 whites were in the vicinity of Dawson City and in search of gold. However, by 1902 and 1903 the unsuccessful began to leave and by 1910 the population of the Yukon had fallen to 8,512.

For the next 35 years, until the mid-years of the Second World War, the population remained fairly constant at four to five thousand. During this period, the Indian population accounted for about one-third

of the total. From 1941 to 1951, the population doubled from 4,194 to 9,906. This impressive increase resulted from the influx of construction workers and military personnel required to build and maintain national defence installations and communications facilities required by the United States.

The upward trend continued after the war and during the ten-year period 1951-61 the population increased 47 per cent to 14,628. This growth can be attributed mainly to increased exploitation of the Territory's natural resources and to expanded government activity. The present population is shown in Table 1 with the comparable figures for earlier years:

TABLE 1  
Population of Yukon Territory

Year	1901	1911	1921	1931	1941	1951	1961	1966
Population . . . . .	27,219	8,513	4,157	4,230	4,914	9,906	14,628	14,382

#### Population Characteristics

The 1961 census showed nearly all of the inhabitants of the Territory to be resident in or around Whitehorse and five smaller communities. Some 5,031 persons, or 34 per cent of the total population, lived within the municipal boundaries of Whitehorse. Add those in the surrounding subdivisions and about one-half of the Yukoners are accounted for. The major part of the remaining population was divided between Dawson City, Watson Lake, Elsa, Calumet and Mayo. Within this pattern the Indian population numbered 2,027, or almost 15 per cent of the total.

The percentage of distribution of the total population of the Indian and white population by age groups for the Yukon Territory and Canada is shown in Tables 2 and 3. One feature worthy of note is the fact that the Yukon population in the 0 to 4 year-age group is 33 per cent higher than the similar age group for Canada as a whole. However, the 10 to 19 year-age group shows a marked decrease and is, in fact, 25 per cent lower than comparative national figure. This is due in part to the high birth rate of the Indian population which accounted for almost 15 per cent of the total population in 1961.

The definite downward trend from the infant group to the teenage group reflects both the higher than normal infant mortality amongst the Indian people and the tendency for many white families to move "outside" in search of better educational facilities at the secondary school level. This latter factor has decreased substantially with the greatly improved secondary and trade schools which have been built in Whitehorse and elsewhere, i.e. Dawson, Watson Lake, since 1960; but a large percentage of the white children are still either pre-school age or early school-grade students.

Other points of interest are the high percentage of the white population in the 20 to 40 year-age group, nearly 45 per cent of the total. Besides contributing to the higher than normal birth rate, this distribution shows clearly the itinerant nature of much of the white segment who come to the Yukon to work and then leave after a few years. The presence of relatively large groups of military personnel and federal government employees is significant. They move at government expense and constitute a much larger portion of the Yukon population than would be the case in the provinces.

Yukoners, 60 years of age and over, represent only approximately 5 per cent of the total population, whereas for Canada this group represents a substantial 11 per cent. Again this can be attributed to the fact that many of the adult whites leave the Yukon for family reasons given earlier or when they retire.

The 1961 Census recorded 8,178 males and 6,450 females in the Yukon. This ratio of 126 males to 100 females is considerably higher than the all-Canada ratio of 102 males to 100 females. Although significant, this imbalance is not unusual in a frontier area.

#### Occupation and Income Levels

The Yukon Territory has 64 per cent of its population within the potential labour force age group, that is, 15 years of age and over. This compares with the all-Canada figure of 66 per cent (see Table 6). The figure for the experienced labour force in the Yukon of 67 per cent is considerably higher than the national figure of 54 per cent and reflects to some degree the disproportionate ratio of males to females within the Territory compared with Canada as a whole.

# POPULATION 1901-1966

Yukon Territory

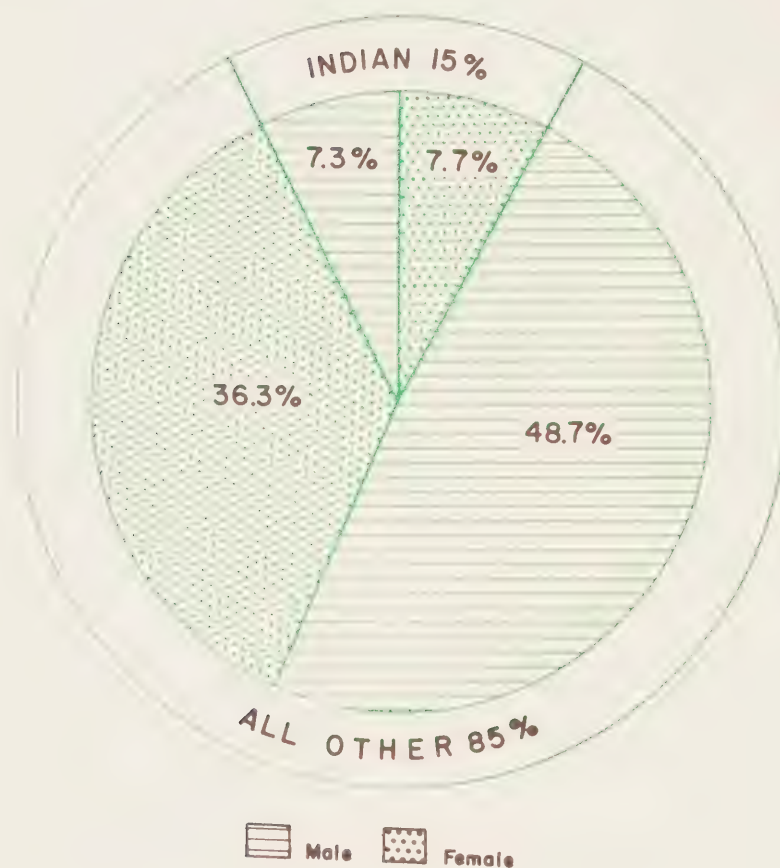
\* Preliminary Estimate, 1966



Figure 1.

Source: Dominion Bureau of Statistics

# DISTRIBUTION OF POPULATION BY ETHNIC GROUP AND SEX YUKON TERRITORY



Source: Census of Canada, 1961

Figure 2

# INDIAN POPULATION YUKON TERRITORY

(Based on 1961 Census)

## LEGEND

- 50 - 100 persons
- △ 100-150 "
- 150 - 200 "
- ◻ Over 200 "

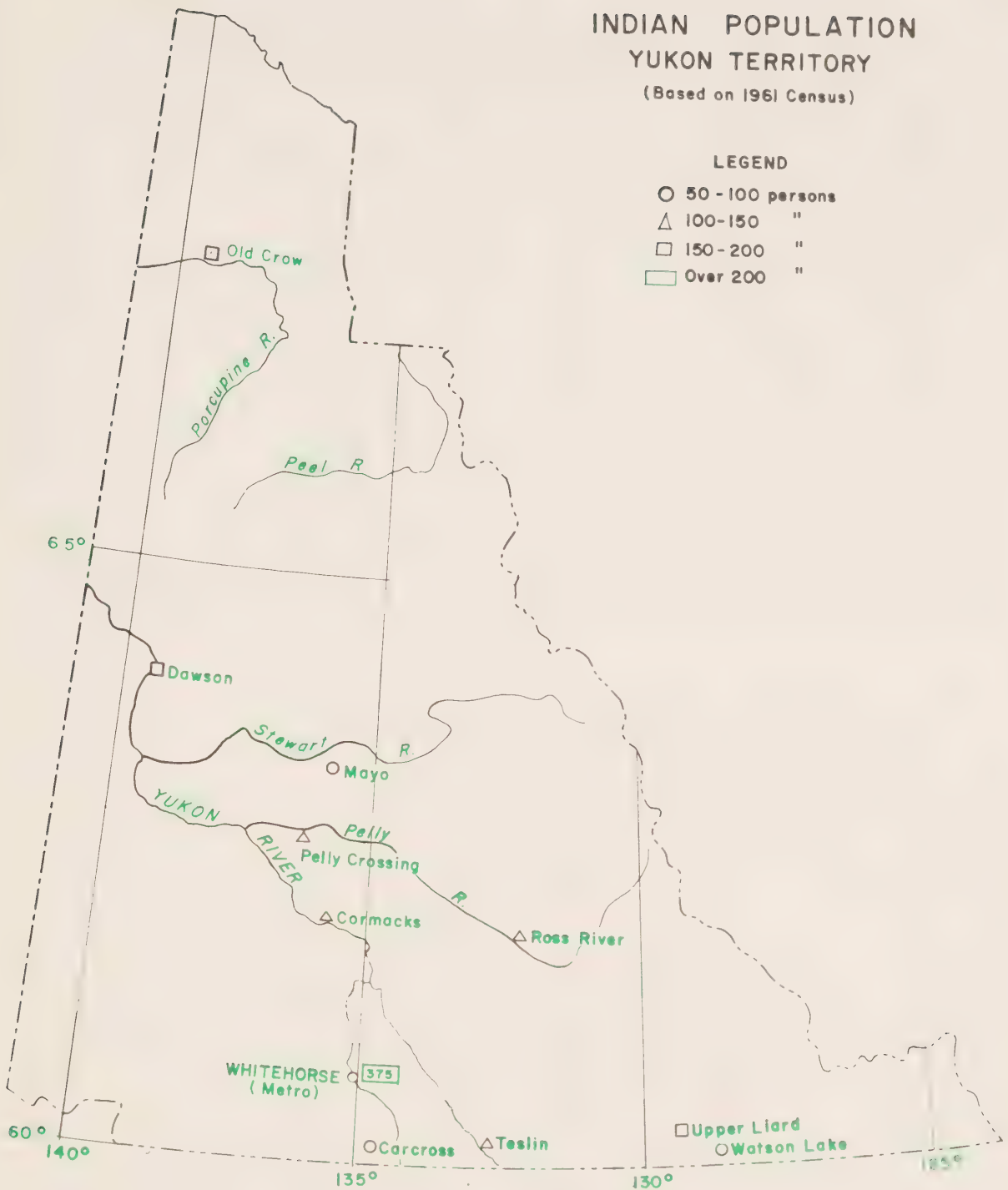


Figure 3

Source: Dominion Bureau of Statistics

# WHITE POPULATION YUKON TERRITORY

(Based on 1961 Census)

## LEGEND

- 50 - 100 persons
- △ 100 - 200
- 200 - 300
- ▬ Over 300

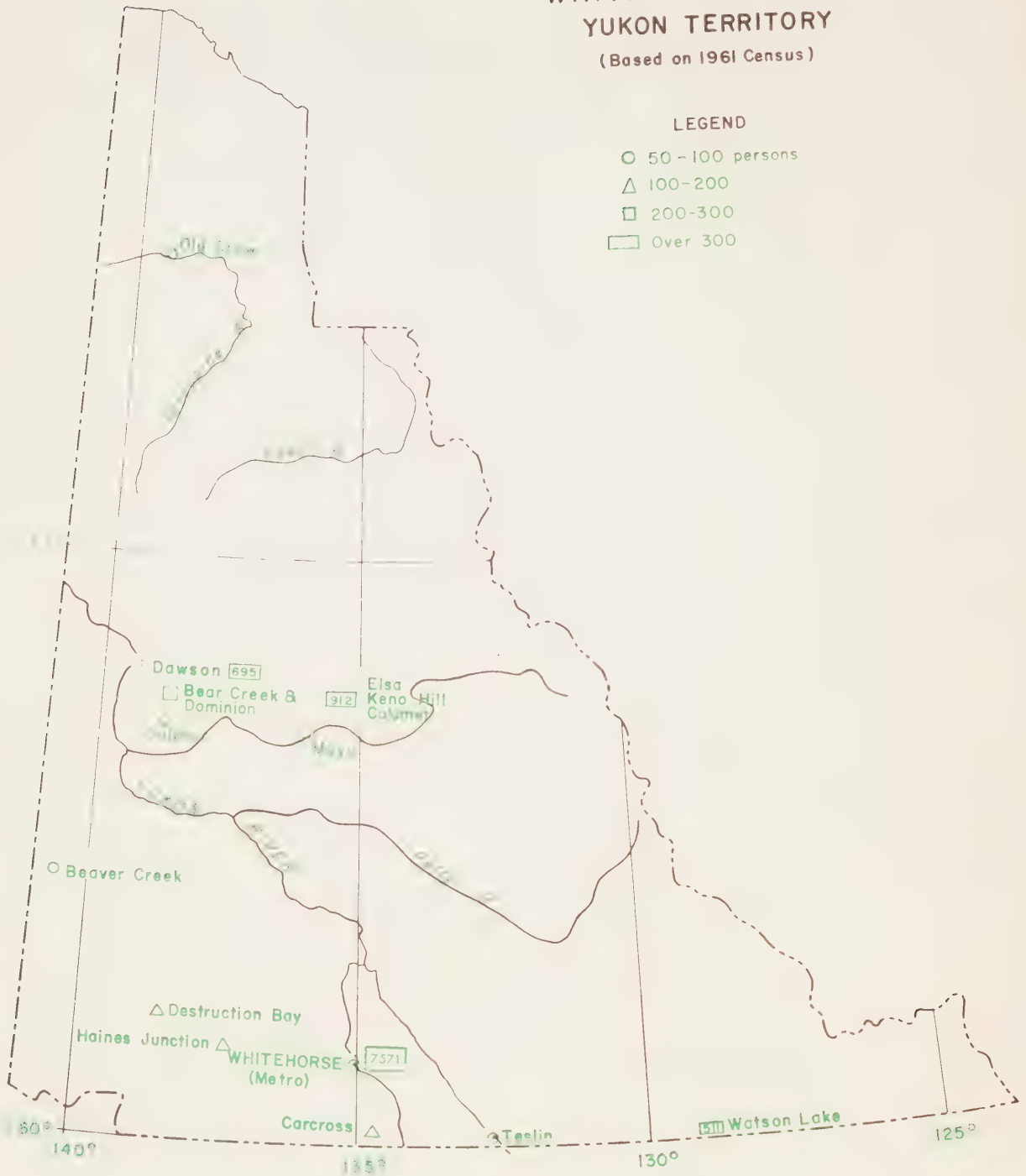


Figure 4

Source: Dominion Bureau of Statistics

**TABLE 2**  
**Distribution of Indian Population**  
**by Age Group and Sex – Yukon Territory, 1961.**

Age Group	Male	Female	Total	Percentage by Age Group	
				Yukon Territory	Canada (All ethnic Groups)
	number	number	number	%	%
0-4 . . . . .	209	200	409	18.5	12.4
5-9 . . . . .	153	161	314	14.2	11.4
10-14 . . . . .	120	111	231	10.5	10.2
15-19 . . . . .	96	123	219	9.9	7.8
20-24 . . . . .	88	89	177	8.0	6.5
25-29 . . . . .	56	85	141	6.4	6.6
30-34 . . . . .	62	69	131	6.0	7.0
35-39 . . . . .	55	57	112	5.1	7.0
40-44 . . . . .	41	48	89	4.0	6.1
45-49 . . . . .	48	31	79	3.6	5.6
50-54 . . . . .	29	42	71	3.2	4.7
55-59 . . . . .	23	18	41	1.9	3.9
60-64 . . . . .	22	23	45	2.0	3.2
65+ . . . . .	60	88	148	6.7	7.6
Total . . . . .	1,062	1,145	2,207	100.0	100.0

Source: Dominion Bureau of Statistics.

Note: For practical purposes, data on the native population of the Yukon can be regarded as referring to the Indian population. The 1961 census recorded only 10 Eskimos in the Territory and these are believed to have been mainly summer visitors to Herschel Island.

**TABLE 3**  
**Distribution of the White Population<sup>1</sup>**  
**By Age Group and Sex – Yukon Territory, 1961**

Age Group	Male	Female	Total	Percentage by Age Group	
				Yukon Territory	Canada (All ethnic Groups)
	number	number	number	%	%
0-4 . . . . .	1,009	919	1,928	15.5	12.4
5-9 . . . . .	730	717	1,447	11.7	11.4
10-14 . . . . .	486	470	956	7.7	10.2
15-19 . . . . .	286	260	546	4.4	7.8
20-24 . . . . .	549	383	932	7.5	6.5
25-29 . . . . .	750	541	1,291	10.4	6.6
30-34 . . . . .	839	554	1,393	11.2	7.0
35-39 . . . . .	639	456	1,095	8.8	7.0
40-44 . . . . .	507	315	822	6.6	6.1
45-49 . . . . .	369	254	623	5.0	5.6
50-54 . . . . .	308	162	470	3.8	4.7
55-59 . . . . .	231	119	350	2.8	3.9
60-64 . . . . .	174	67	241	2.0	3.2
65+ . . . . .	239	88	327	2.6	7.6
Total . . . . .	7,116	5,305	12,421	100.0	100.0

<sup>1</sup> Other than Indian.

Source: Dominion Bureau of Statistics.

**TABLE 4**  
**Labour Force by Occupation and Ethnic Group, 1961**  
**Yukon Territory**

Occupation	Indian*			Other			Total all Ethnic Groups		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Managerial . . . . .	3	—	3	409	89	498	412	89	501
Professional . . . . .	3	1	4	290	207	497	293	208	501
Clerical . . . . .	—	—	—	194	432	626	194	432	626
Sales . . . . .	3	—	3	70	88	158	73	88	161
Service and Recreation . . . . .	32	62	94	658	401	1,059	690	463	1,153
Transport and Communication . . . . .	21	—	21	622	18	640	643	18	661
Farmers and Farm Workers . . . . .	10	—	10	23	—	23	33	—	33
Loggers and Related Workers . . . . .	13	—	13	29	—	29	42	—	42
Fishermen, Trappers and Hunters . . . . .	61	5	66	8	1	9	69	6	75
Miners, Quarrymen and Related Workers . . . . .	12	—	12	559	1	560	571	1	572
Craftsmen, Production Process and Related Workers . . . . .	49	2	51	1,248	21	1,269	1,297	23	1,320
Labourers, not elsewhere specified . . . . .	118	—	118	215	8	223	333	8	341
Occupation not stated . . . . .	23	8	31	163	62	225	186	70	256
<b>Total all Occupations . . . . .</b>	<b>348</b>	<b>78</b>	<b>426</b>	<b>4,488</b>	<b>1,328</b>	<b>5,816</b>	<b>4,836</b>	<b>1,406</b>	<b>6,242</b>

\* Includes 10 Eskimos.

Source: Dominion Bureau of Statistics.

**TABLE 5**  
**Experienced Labour Force By Industry Division, 1961**  
**Yukon Territory**

Industries	Males (Number)	Females (Number)	Total (Number)
Agriculture . . . . .	33	1	34
Forestry . . . . .	42	—	42
Fishing and Trapping . . . . .	71	6	77
Mines, Quarries & Oil Wells . . . . .	968	42	1,010
Manufacturing Industries . . . . .	73	22	95
Construction Industry . . . . .	433	14	447
Transportation, Communication and other Utilities . . . . .	1,055	173	1,228
Trade . . . . .	342	201	543
Finance, Insurance and Real Estate . . . . .	36	29	65
Services . . . . .	463	690	1,153
Public Administration and Defence . . . . .	1,159	159	1,318
Not Stated . . . . .	161	69	230
<b>Total . . . . .</b>	<b>4,836</b>	<b>1,406</b>	<b>6,242</b>

Source: Dominion Bureau of Statistics.

**TABLE 6**  
**Comparison of Labour Force, Yukon Territory, Canada and Selected Provinces — 1961**

Classification	Yukon Territory	British Columbia	Ontario	Canada
Population 15 yrs of age and over . . . . .	9,343	1,119,030	4,228,343	12,046,325
Per cent of total population . . . . .	64 %	69 %	68 %	66 %
Experienced Labour (1) Force . . . . .	6,242	577,646	2,393,015	6,471,850
Per cent of Population 15 yrs of age and over . . . . .	67 %	52 %	57 %	54 %
Wage-Earners (2) . . . . .	5,386	474,316	1,992,156	5,162,712
Per cent of Experienced Labour Force . . . . .	86 %	82 %	83 %	80 %

(1) Includes those persons who worked for wages in the year prior to the census.

(2) Includes those holding jobs and earning wages at the time of the census.

**TABLE 7**  
**Distribution of Labour Force in Yukon Territory by Ethnic Groups — 1961**

	Total	Indian	Eskimo	All Others
Population . . . . .	14,628	2,006	201	12,421
Potential Labour Force (15 yrs of age and over) . . . . .	9,343	1,253		8,090
Experienced Labour Force . . . . .	6,242	416	10	5,816
Wage-Earners . . . . .	5,386	339	9	5,038

Source: Dominion Bureau of Statistics.

The most disturbing fact established in the above table is that of the 1,253 Indians in the potential labour force, only 416 of these or 33 per cent quali-

fied in the experienced labour force category. Within the white population, 71 per cent of the potential labour force qualified in the experienced labour force category.

**TABLE 8**  
**Population 15 years of Age and Over With No Schooling in the Yukon Territory, Selected Provinces and Canada, 1961**

Classification	Yukon Territory	British Columbia	Ontario	Canada
Population 15 yrs of age and over. . . . .	9,343	1,119,939	4,228,343	12,046,325
Population 15 yrs of age and over with no schooling. . . . .	489	15,956	44,836	176,524
Percentage . . . . .	5.2%	1.4%	1.1%	1.5%

Source: Dominion Bureau of Statistics.

The percentage of Yukon residents over 15 years of age who have had no formal education is nearly four times higher than the equivalent national figure. This, no doubt, accounts in part for the low percentage of Indians who qualified in the experienced work

force. It may be noted that although the Yukon percentage is considerably higher than the national one, the situation is much better than in the Northwest Territories where 34 per cent of the population in this age group have no schooling.

**TABLE 9**  
**Distribution of Experienced Labour Force by Occupation**  
**and Ethnic Group – 1961**  
**Yukon Territory**

Occupation	Indian and Eskimo	Other	Total	Percentage Distribution
	number	number	number	%
Craftsmen, production process and related workers . . . . .	51	1,269	1,320	21
Service and Recreation. . . . .	94	1,059	1,153	18
Transportation and Communication . . . . .	21	640	661	11
Clerical . . . . .	nil	626	626	10
Miners, Quarrymen and related workers . . . . .	12	560	572	9
Managerial . . . . .	3	498	501	8
Professional and Technical . . . . .	4	497	501	8
Labourers not elsewhere specified . . . . .	118	223	341	6
Sales. . . . .	3	158	161	3
Agriculture and Forestry . . . . .	23	52	75	1
Fishermen, Trappers and Hunters . . . . .	66	9	75	1
Occupations not stated. . . . .	31	225	256	4
Total . . . . .	426	5,816	6,242	100

Source: Dominion Bureau of Statistics.

## THE LAND

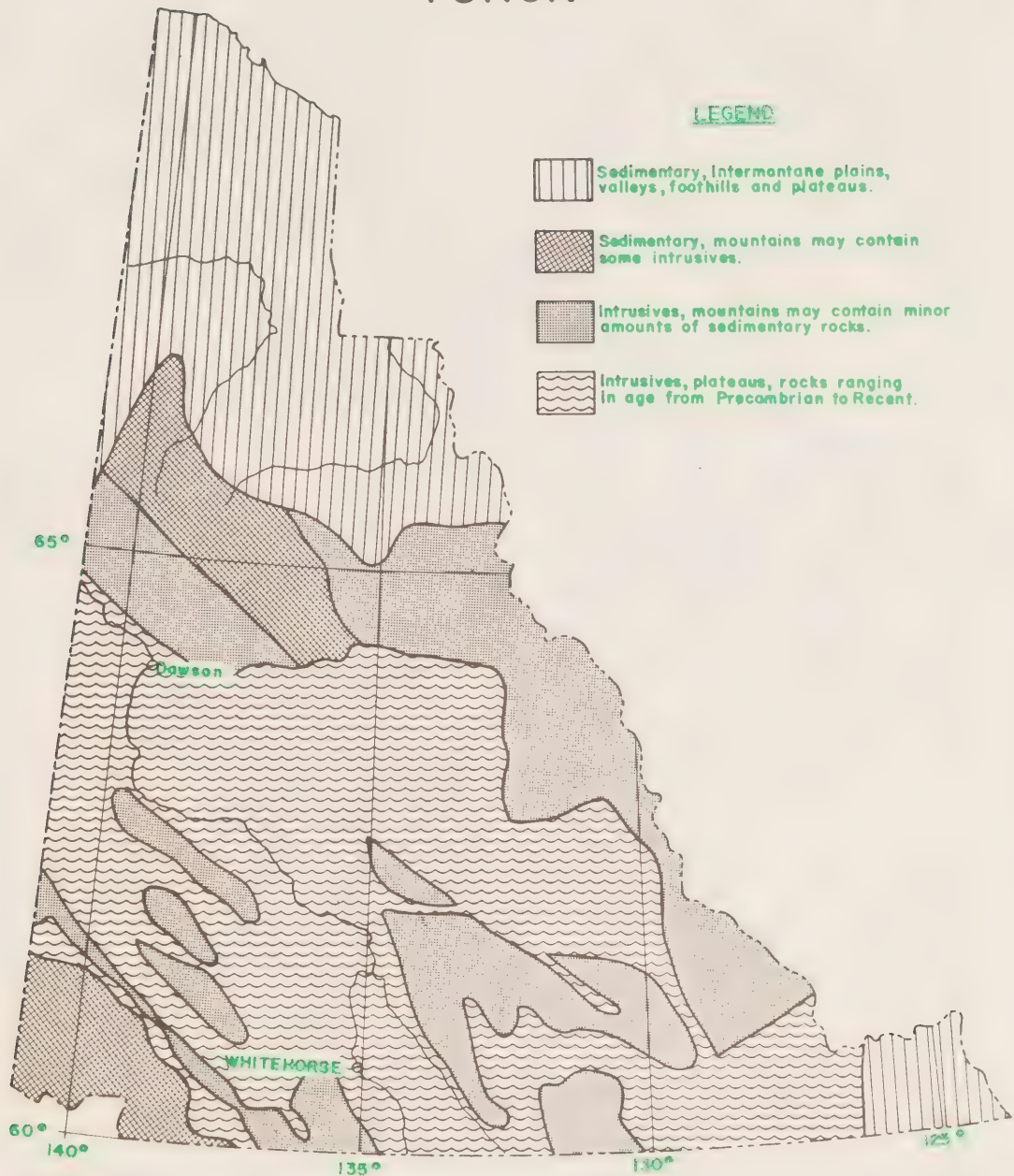
### Geography

The mountains of the Yukon Territory form the northern portion of the Cordillera Region of North America. In its entirety the Cordillera forms part of the mountain backbone of the Western Hemisphere that runs parallel to the Pacific Ocean from Alaska to South America. Mount Logan in the western part of the Yukon, at 19,850 feet, is the highest mountain in Canada and the second highest peak in North America.

A major topographic feature of the Yukon is the basin-like area known as the Yukon Plateau in the interior of the Territory. This area has an average elevation of 2,000 to 3,000 feet and is almost completely encircled by mountains. The surface of the plateau is mainly rolling uplands, fairly uniform over broad areas which are separated by deeply entrenched valleys. Ranges within the area rise above the plateau

area, in some cases attaining altitudes of 7,000 feet. Probably because of the lack of precipitation in this interior basin, this part of the Yukon was never subjected to glaciation. The Pelly, Stewart and Yukon rivers form the major drainage systems in the area. To the south, the Yukon Plateau merges with the Stikine Plateau and the Cassiar Mountains of northern British Columbia. The precipitous slopes of the Coast and St. Elias Ranges separate this central plateau from the Pacific Ocean. The Mackenzie Mountains form a sharp, peaked barrier between the Yukon Territory and Mackenzie District of the Northwest Territories to the east. These jagged ridges of barren sedimentary rock are similar in structure to the Rocky Mountains to the south. They are separated from the Rockies by a plateau along the Liard River. The range is composed of several little known mountain chains, extending to the east of the Yukon boundary and northward to the Peel River. The Mackenzie Mountains run in a general north-south direction and are crowned by ridges of about 8,000 feet altitude.

# GEOLOGICAL PROVINCES OF YUKON



Scale 1" = 79 miles  
Figure 5

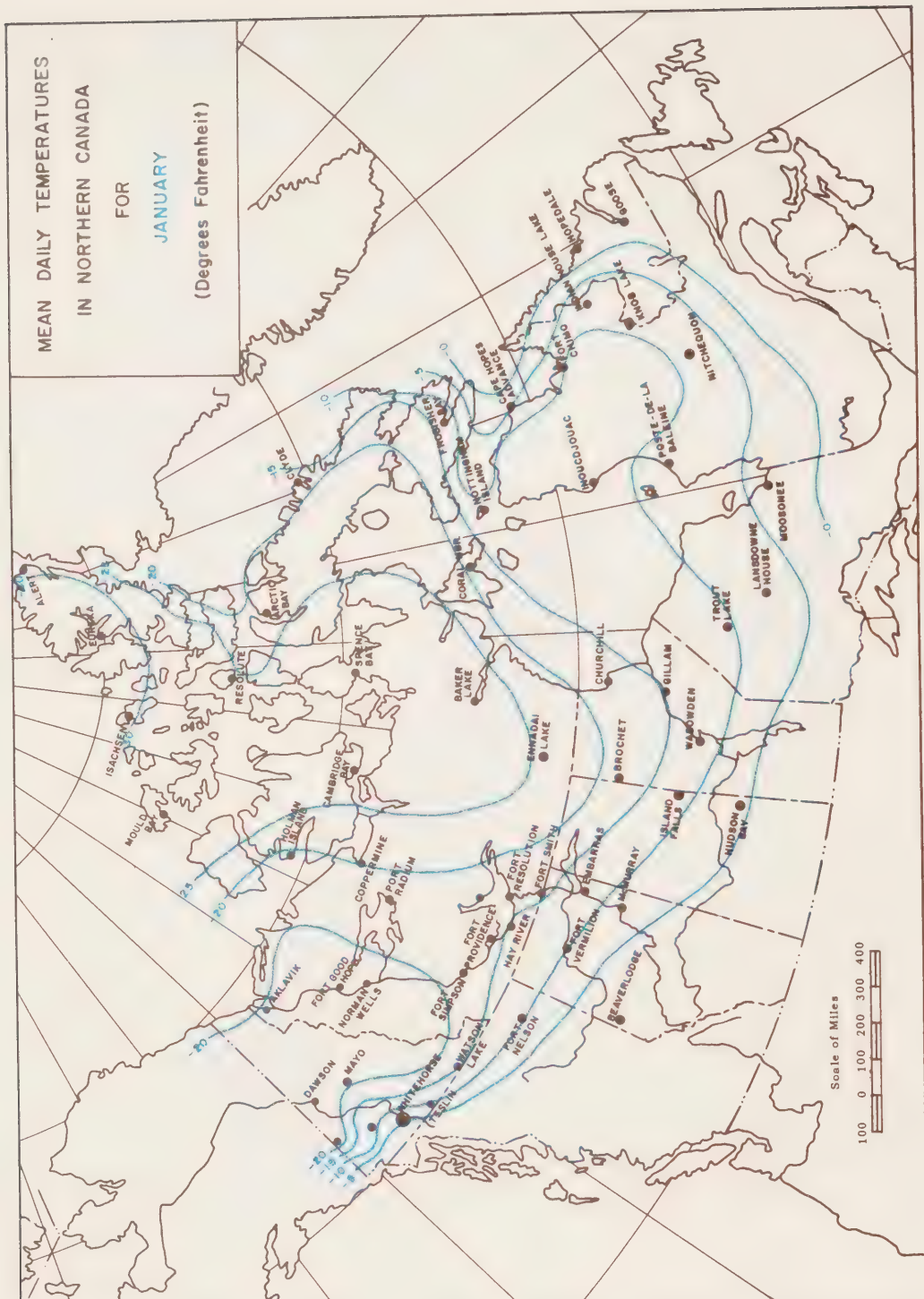


Figure 6

Source: Meteorological Branch, Department of Transport

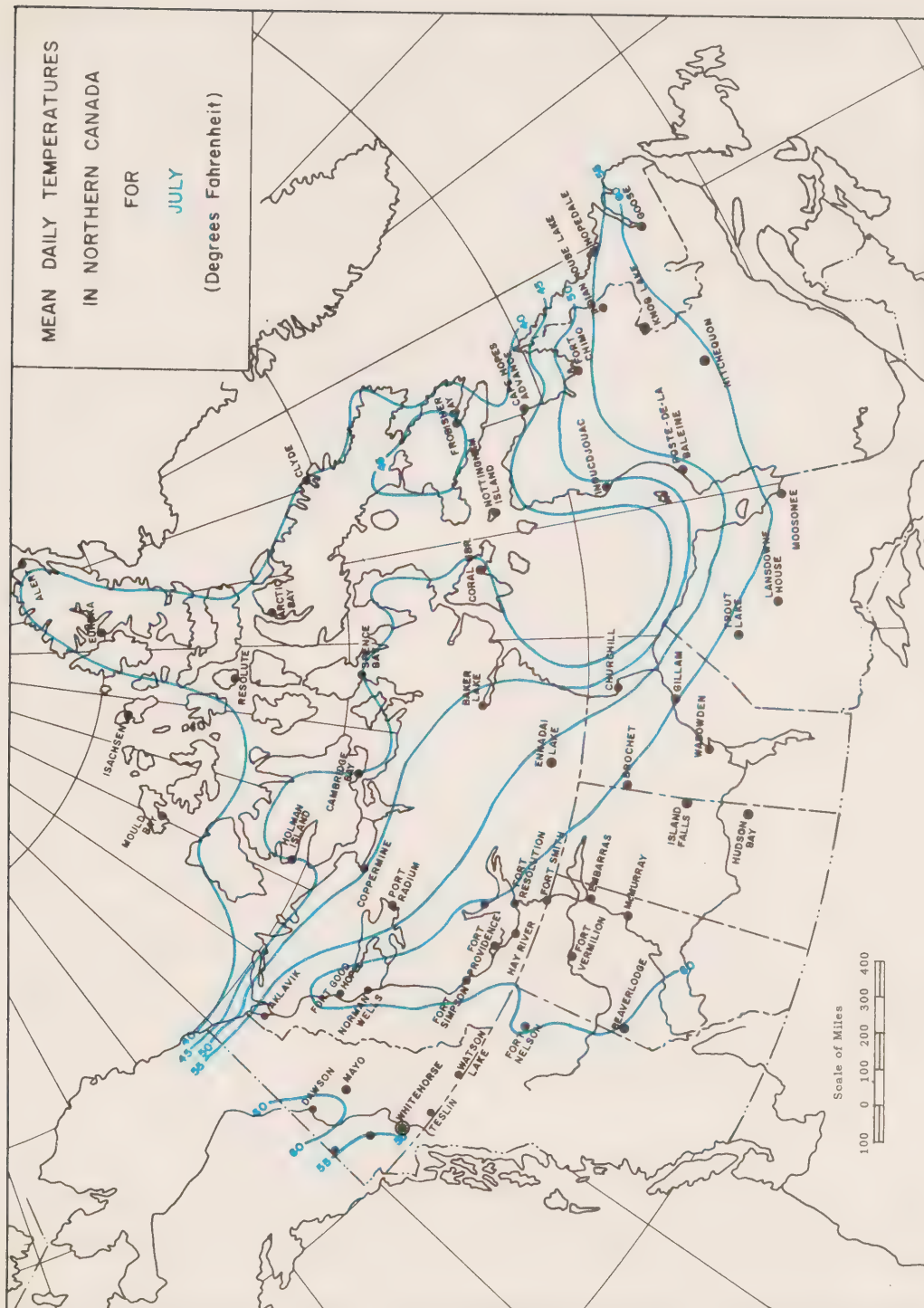


Figure 7  
Source: Meteorological Branch, Department of Transport

# MONTHLY AVERAGES OF DAILY MEAN TEMPERATURES

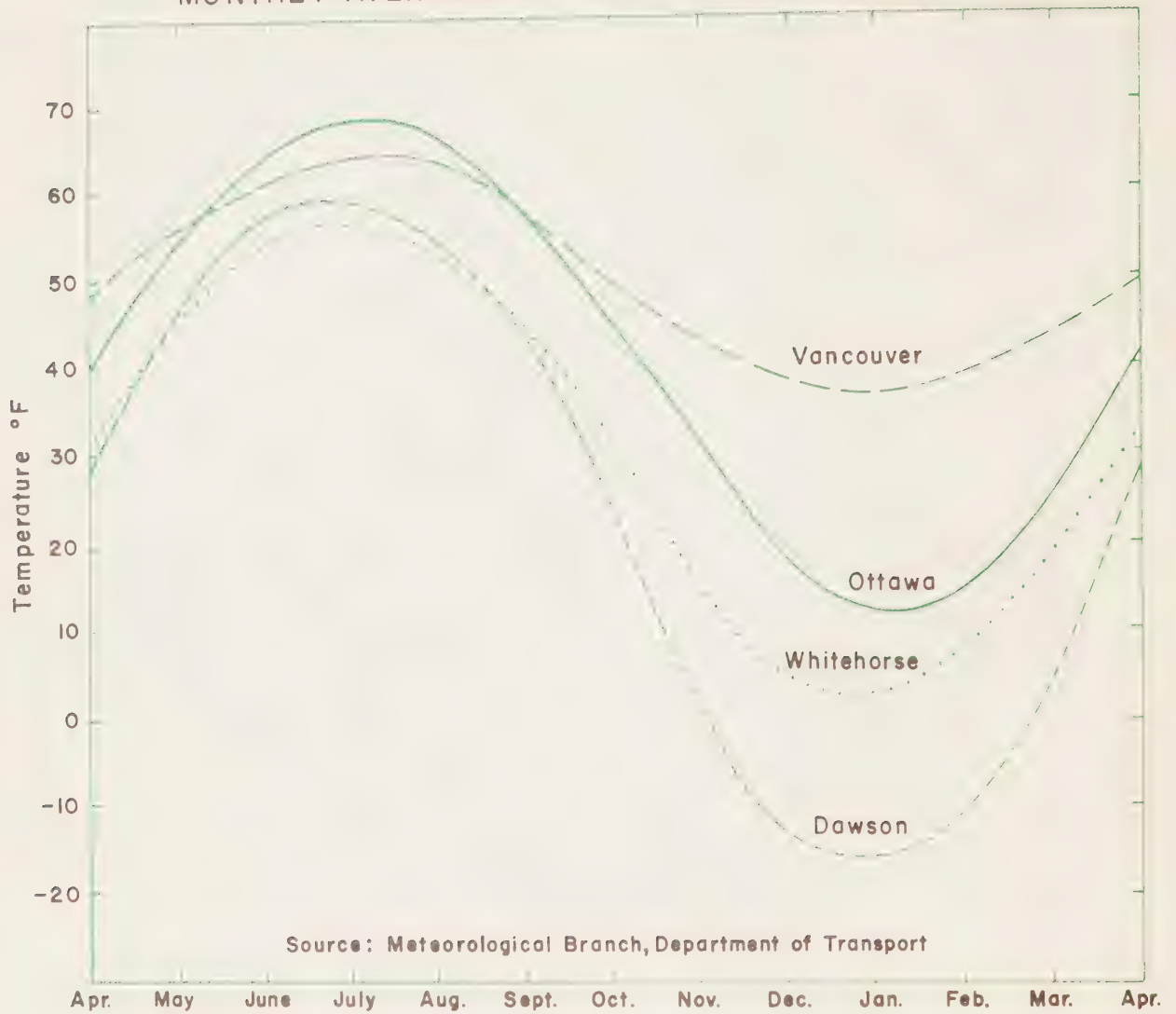


Figure 8

## Climate

Wide variations in temperature from year to year are characteristic of the climate of the Yukon Territory. The coldest winter months have averaged from 40° to 50° below zero Fahrenheit while other winter months have had an average temperature above zero.

The geographic location of the Yukon is one reason for these marked variations in weather. Since the Territory extends from the proximity of the relatively warm Pacific to the cold Arctic Ocean, it is difficult to generalize on the climate of the whole region. When cold air masses from the Arctic Ocean stagnate over the Yukon, temperatures drop rapidly and remain very low. If these cold air masses pass on over the North American Continent to the eastward, warm air from the north Pacific Ocean fills in behind it and winter temperatures may be relatively mild. Depending upon the frequency and duration of these cold air mass invasions, winter will vary in intensity of cold from month to month and from year to year.

Similarly, summer temperatures may vary according to the predominant air mass movements. Days can be quite hot when air from the Pacific Ocean or Alaska lies over the Yukon; when the Arctic air invades the Territory cool temperatures prevail. The duration of sunlight is long during the summer which assists the warming process and aids plant growth. Dawson City has almost 24 hours of daylight during late June and 20 hours during July. Farther south, Whitehorse has about 20 hours of daylight in June and 18 hours in July. Mean winter temperatures range from 0° Fahrenheit in January at Carcross to minus 13° at Mayo and minus 21° at Dawson. An extreme minimum temperature of minus 81° Fahrenheit was recorded at Snag in 1947. The summers are characterized by warm days and cool nights. Daily maximum temperatures reach 80 to 85 degrees in mid-summer and a temperature of 95 degrees at Dawson City is the highest yet recorded in the Yukon. The southern Yukon with higher elevations has an average of 75 days without frost annually. On the average the last spring frost occurs in mid-June and the first autumn frost in mid-August. Annual precipitation is low in the Yukon due mainly to the high barrier of the St. Elias Mountains to the southwest with cuts off moist air from the Pacific. Considering 10 inches of snow equal 1 inch of rainfall, the total annual precipitation averages 9 to 13 inches. Of this, 35 to 50 per cent occurs during the four summer months. From November to January an average of about 10 inches of snow may be expected monthly. Lesser

quantities fall in October and March and usually there is some in April.

## Flora

White spruce, lodgepole pine, aspen poplar, balsam poplar, white birch, black spruce and tamarack are found in that portion of the boreal forest region of Canada which covers the Yukon Territory. Because of the combination of latitude and altitude, much of the better forested area of the Yukon is limited to the major valleys and depression areas. The absolute timber line varies from about 5,000 feet above sea level in the south to about 4,000 feet or less at latitude 65° north, and the limit of merchantable growth is situated at least 1,500 feet below the timber line.

The most valuable single block of timber in the Yukon is an area of 2,100 square miles situated in the Upper Liard River valley, which contains 2.1 billion cubic feet of merchantable timber.

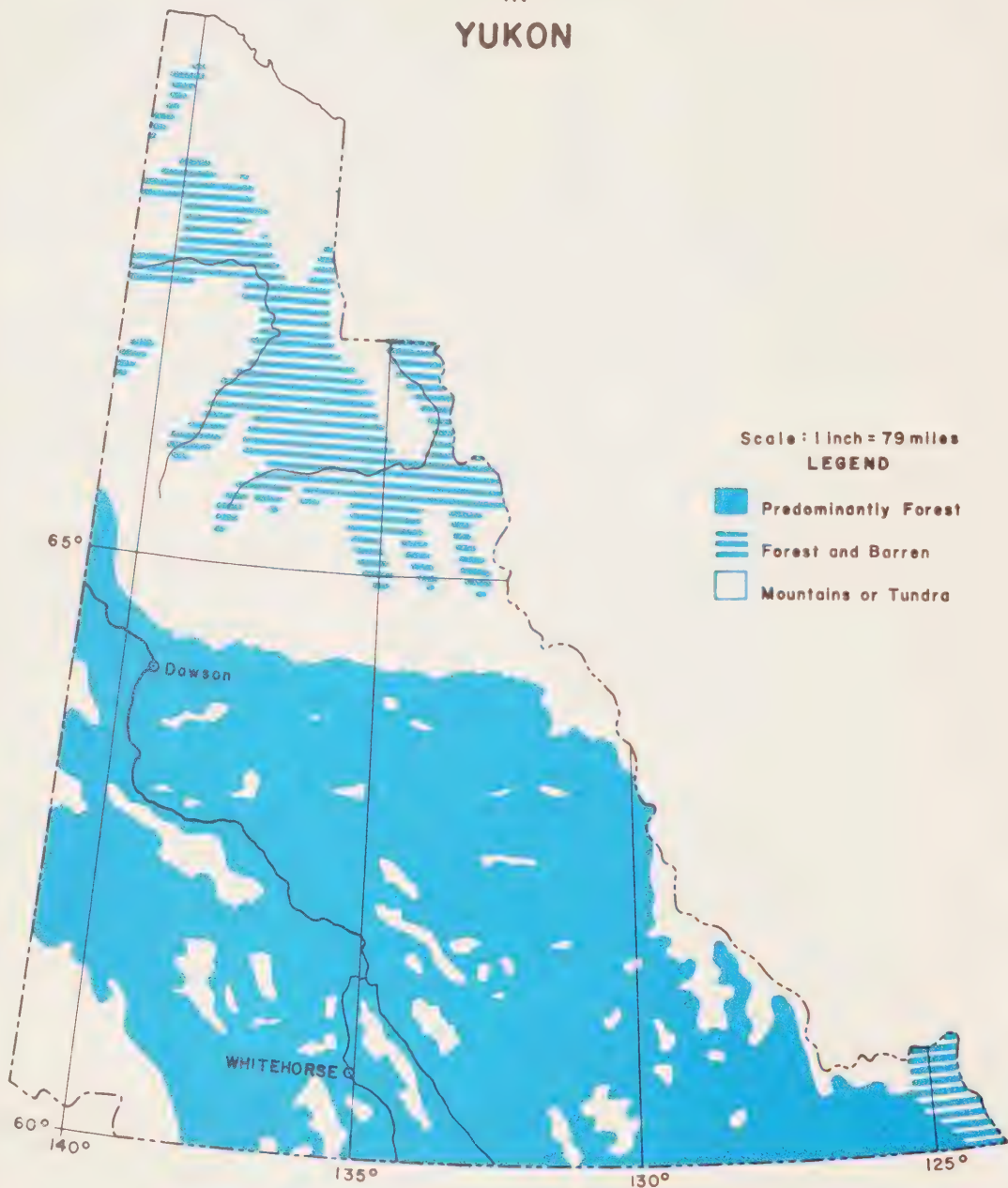
White spruce is the most common species in the Yukon and makes up the main portion of the important stands. There are many excellent bottom-land stands, and it is also the most common species on the uplands and attains merchantable size on lower level valley slopes in some areas. At higher elevations it is usually of poor quality. Lodgepole pine occurs in pure stands in well-drained sites throughout the southeastern Yukon; it is the second most important commercial species in the area. It usually occurs after major disturbances such as fire but will often be replaced by white spruce as a climax species. Aspen poplar, balsam and white birch are generally found as mixed stands along with some spruce.

Wildflowers grow almost everywhere in the Yukon and in great abundance. Nearly 500 varieties of flowers, ferns and shrubs have been identified. They are most profuse in the valleys and on the lower slopes and are found even in the higher areas above the timber line. Characteristic species include fireweed, arnica, shrubby cinquefoil, marsh marigold, yellow pond lily, Arctic poppy, yellow violet and goldenrod.

## Fauna

Game is one of the most important natural resources of the Yukon Territory. Mountain sheep, mountain goat, moose, caribou and bear, as well as numerous fur-bearers abound. Dall sheep range southward to the Ogilvie Mountains and St. Elias Range intergrading in the central Yukon with the stone sheep. Mountain goats are common in the St. Elias Range and across the southern portion of the

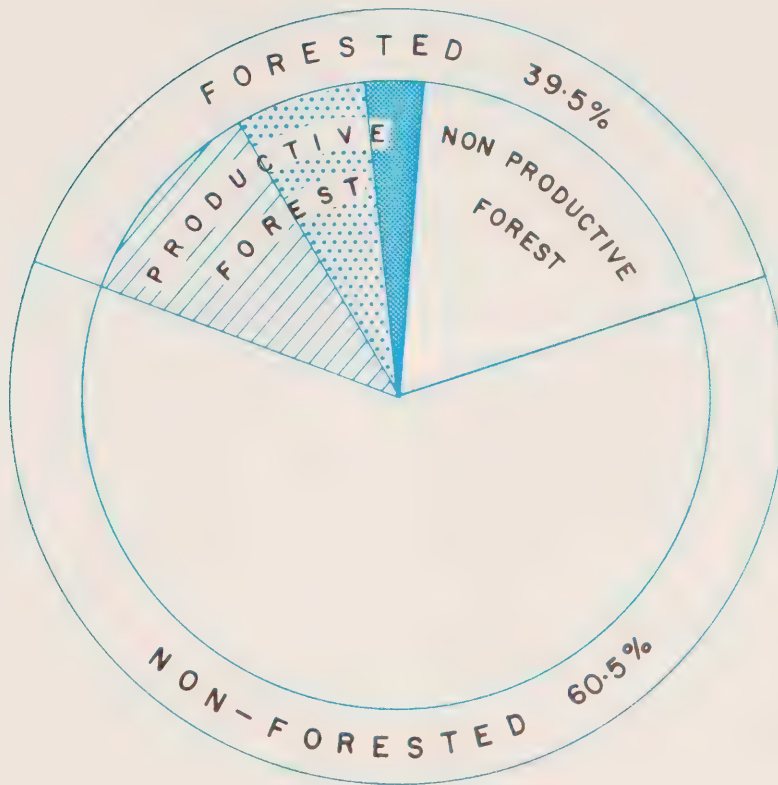
# FOREST REGIONS IN YUKON



Source: Forest Regions of Canada, Department N.A. & N.R. Bulletin 123

Figure 9

# DISTRIBUTION OF LAND AREA YUKON TERRITORY



Softwood Mixedwood Hardwood

Source: Department of Forestry

Figure 10

Territory. Moose range north as far as the MacMillan River and Ogilvie Mountains and the Porcupine-Yukon boundaries area. Barren ground caribou are found in the Yukon. Black and grizzly bears are found in the interior and polar bears along the coast. Grizzlies measuring up to eight feet in length have been taken in the Yukon. Other fur-bearers include beaver, ermine (weasel), mink, marten, wolverine, fisher, muskrat, otter, lynx and arctic fox. Varied species of wild animal life provide an important base for the carnivorous fur-bearing mammals on the lower levels.

Common game birds are grouse, and willow ptarmigan near the timber line and rock and white-

tailed ptarmigan above the timber line. The Canada Goose breeds along the main tributaries of the Yukon River and swans have been seen in the Pelly River region. Several common species of duck have been identified. Predatory species such as the bald eagle, hawk owl and red-tailed hawks are found in some districts.

Game fish abound. Lake trout and white fish are abundant in many of the larger lakes in the southern Yukon. Rainbow trout is plentiful in the Dezadeash River. Arctic grayling can be found in most streams, while many of the lakes contain northern pike.

## PART II — THE ECONOMIC BASE

The Yukon Territory is sparsely populated, having an average population density of only 0.07 persons per square mile or—put another way—one person for every 14 square miles of area. It is significant that more than half the population lives in or very close to Whitehorse.

TABLE 10

### Comparison of Key Magnitudes — Yukon and Canada

	Canada	Yukon	Yukon Per cent
Total Area (Sq. Miles) . . .	3,851,809	207,076	5.4
Land Area (Sq. Miles) . . .	3,560,238	205,346	5.8
Inland Water Area (Sq. Miles) . . .	291,571	1,730	0.6
Population (1961 Census) .	18,238,247	14,628	0.08
Population (Per Sq. Mile) .	4.7	0.07	—

Source: Canada Year Book — 1965.

The Yukon has sufficient natural resources to support a much larger population. Its resources are suitable for a number of primary activities such as the mineral industries, recreation, and, to a lesser degree, forestry, agriculture, and traditional pursuits based on fish and wildlife. It thus has the base for the development and diversification of such activities as retailing, construction, and, perhaps small scale manufacturing.

It is the purpose of this part to describe the main features of the Yukon as they are known at the present time. It is not a study in depth but is intended to provide a point of commencement for such wider studies and to draw together facts about the Territory from many different sources. While the study may make some general conclusions, the primary task is not to interpret in a precise manner the economic structure of the Yukon nor to speculate on its future.

These economic facts are presented under four main headings. Under "The Support Industries", transportation and telecommunications, the generation of power and the financing of economic activity are discussed. "The Primary Areas of Production and Employment" deals with a wide range of activities which also have little in common technologically and which vary greatly in their importance to the economy. Most of these represent the principal sources of private territorial income. Under a third heading, "The Influence of

Government", the structure and activities of the public sector are briefly discerned. It is on federal activities and expenditures that the development of the Yukon still mainly depends, but the role of the Territorial Government is increasing in importance. In the final section, "The Territorial Economy in Perspective", variables such as output, employment, income and prices are examined, and some general problems of the Yukon economy are described.

## THE SUPPORT INDUSTRIES

### Transportation and Telecommunications

Since the days of the Klondike gold rush, the importance to the Yukon of adequate transportation routes and facilities has been readily apparent. The beneficial effects which transportation can have on an economy is nowhere more clearly demonstrated. The expansion of existing facilities into the interior is one of the most important tasks of the future and involves relatively long distances through areas of low population density.

Although parts of the Yukon are no more than 100 miles from tidewater, the Coast Range Mountains rise abruptly out of the Yukon Plateau and seal the Territory inland. A number of passes through these mountains have been in use for some time, but the costs of building and maintaining permanent routes through the mountains have been very high.

Two passes are currently in continuous use between the Yukon and ports on the Pacific Coast. The White Pass is perhaps the better known. Along with the adjacent Chilkoot Pass, it was a principal means of access into the Yukon during the gold rush. Since the turn of the century, it has been the route over which the White Pass and Yukon Route has operated a narrow gauge (36 inch) railway between Whitehorse and Skagway, Alaska, on the Lynn Canal. This rail line is 110 miles long, and during its first 20 miles from Skagway, it climbs steeply from sea level to an altitude of about 3,000 feet.

Besides the White Pass, the other mountain route currently in use is through the Chilkoot Pass over which the Haines Road (Old Dalton Trail) is routed. This is a 160 mile gravel road which joins the Alaska Highway, at Haines Junction in the Yukon with the port of Haines, Alaska, also on the Lynn Canal. This road, which is now kept open the year round, is of considerable importance to Alaska because it is an integral part of the only land link between the Panhandle and the Alaskan Peninsula. An excellent ferry system, operated

by the State of Alaska, connects the port of Haines with Prince Rupert, B.C., and thereby with the continental highway network to the south. This ferry system has now been augmented by a Canadian ferry service between Prince Rupert and Vancouver Island operated by the Province of British Columbia.

Since World War II, the Yukon has also had surface access to the "outside" by way of the Alaska Highway. This highway begins officially at Dawson Creek, B.C., and ends at Fairbanks, Alaska, a distance of 1,523 miles of which 1,220 are in Canada. It traverses the southern part of the Yukon and provides an essential surface link for a vast area, in which are located such prominent communities as Fort St. John (Mile 50), Fort Nelson (Mile 300), Watson Lake (Mile 620), Whitehorse (Mile 916) and Haines Junction (Mile 1016).

Although important as a communications road, it is not an economic route for the outhaul of mineral products from most of the Territory. Out-bound products from the Yukon and the northern British Columbia mines can be moved more cheaply

by routes to tidewater where advantage can be taken of low-cost sea transport and access to world shipping.

### Air Transport

The aeroplane has provided the Yukon with still another and very important means of access to outside centres. The Territory has had a varied role in the development of both civil and military aviation in Canada, and has had an important role in connection with air routes to Alaska, particularly since World War II.

The Federal Department of Transport is the major operator of airports in the Yukon, although airstrips at Mayo and Dawson are operated by the Territorial Government under federal subsidy. Amongst the Department of Transport airports are those which were built in the Yukon as part of the Northwest Staging Route during World War II, and two of these, Watson Lake and Whitehorse, are currently the site of mainline passenger operations.

TABLE 11  
Department of Transport Investment Expenditures — Yukon Territory

	1963-64	1964-65	1965-66
	\$	\$	\$
Airports and Field Operations Branch . . . . .	501,744	1,005,352	178,222
Telecommunications and Electronics Branch . . . . .	107,815	192,031	179,482
Meteorological Branch . . . . .	22,916	79,108	17,375
Total . . . . .	632,475	1,276,491	375,079

Source: Department of Transport.

Externally oriented air transport, linking Whitehorse with Edmonton and Vancouver, is of great importance to Yukon residents. For inter-community travel, there is a good road network, and driving distances are not excessive. Air cargo operations have

some role to play in mining developments such as those of the Peel Plateau and the Snake River region where access by land is very difficult. There is also considerable use of small bush aircraft and helicopters in prospecting throughout all of the Yukon.

TABLE 12  
Mainline Revenue Air Passenger Arrivals at Yukon Points

Year	From Within the Yukon		From Outside the Yukon		Total Arrivals	
	Number	Per cent	Number	Per cent	Number	Per cent
1963. . . . .	6,043	39	9,316	61	15,359	100
1964. . . . .	7,400	38	11,999	62	19,399	100
1965. . . . .	4,654	28	11,855	72	16,509	100
1966. . . . .	5,981	30	14,079	70	20,060	100

Source: Aviation Statistics Centre.

Northern air fares are higher than fares on trans-Canada operations even on routes which have a relatively high density of traffic. The current fare per passenger mile from Fort St. John to Whitehorse is 8.4 cents for the distance of 688 air miles. By comparison, the Air Canada economy fare between Edmonton and Vancouver is 6.3 cents per mile for a distance of 524 miles for a similar standard of services.

### Road Transportation

Road transportation is the most important means of moving goods and people within the Yukon. The territorial road system is adequate for present purposes, but will have to be extended to meet resource development needs.

Total federal construction and maintenance expenditures on Yukon roads, not including the Alaska Highway and other roads which are part of the Northwest Highway System, have ranged from \$2 million to over \$5 million annually during recent years. Expenditures on the Yukon portion of the Northwest Highway System have generally been in excess of \$2 million annually. On a per capita basis, highway and road expenditures in the Yukon have been far higher than the national level. For example, \$560 per capita was spent on Yukon roads in 1965, including Northwest Highway System roads, whereas only \$121 was spent in Newfoundland and \$78 in British Columbia. While the Yukon roads are all gravel surfaced, they are maintained at a comparatively high standard.

**TABLE 13**  
**Federal Expenditures on Yukon Roads Excluding Northwest Highway System**

	Cost of Construction	Cost of Maintenance	Total Cost	Road Miles In Use
1961-1962.....	\$ 4,800,971	\$ 472,800	\$ 5,273,771	847
1962-1963.....	3,945,921	517,094	4,463,015	901
1963-1964.....	1,765,084	596,107	2,361,191	925
1964-1965.....	1,638,463	735,798	2,374,261	969
1965-1966.....	2,599,235	910,900	3,510,135	996
1966-1967 (Est.) .....	3,419,000	1,148,000	4,567,000	1,046

Source: Department of Indian Affairs and Northern Development.

The territorial roads between such centres as Whitehorse, Mayo, Dawson and Carcross are usually in very good condition for gravel roads and are well travelled. Much of the construction of the Yukon's internal road system took place during the 1950's. Mayo and Whitehorse were linked by road in 1951. In 1955, a road was completed between Stewart Crossing, on the Whitehorse-Mayo Road, and Dawson. Dawson had previous road access, however, by means of the "Dawson-Boundary" or "Sixty-Mile" road which connects with the Alaska Highway in Alaska. In the southeastern Yukon, a portion of the wartime Canol Road between Johnson's Crossing on the Alaska Highway and Ross River has recently been rebuilt.

Trucking services are well developed on the Alaska Highway and several firms operate to Whitehorse from Edmonton and the Peace River district. Trucking rates tend to be at about the same level as rates elsewhere in western Canada. One estimate of Alaska Highway freight volume places it at about 80,000 tons annually. Truckers operating mainly within the

Yukon are estimated to carry about 150,000 tons of freight annually. Much of this has been the product of the mines — lead-zinc concentrates from the Mayo district and asbestos fibre from Cassiar, B.C. These products move to the railhead at Whitehorse where they are trans-shipped by rail to tidewater via the White Pass and Skagway, Alaska. Although there may soon be a reduction in the volume of freight originating in the Mayo district, this will be compensated for by shipments from a new asbestos mine at Clinton Creek near Dawson.

### Rail and Rail-Water Transport

The White Pass and Yukon Route's narrow gauge railroad is still the only railroad operated to or within the Yukon Territory. Together with the White Pass and Yukon's dry cargo and bulk petroleum vessel, which operates between Skagway, Alaska, and Vancouver, the railroad is the principal means of moving freight to and from the Yukon. The pattern of its traffic is unusual for the north. As Table 14 shows, considerably greater tonnages move south than move north.

**TABLE 14**  
**White Pass and Yukon Rail — Water Tonnage Carried**

Into Yukon	1961	1962	1963	1964	1965
Gasoline . . . . .	19,539	18,422	22,124	16,659	20,723
All Others . . . . .	<u>30,877</u>	<u>32,791</u>	<u>24,735</u>	<u>24,624</u>	<u>24,922</u>
Total . . . . .	50,416	51,213	46,859	41,283	45,645
Out of Yukon					
Ores and Concentrates . . . . .	29,204	26,966	28,171	31,711	29,447
Asbestos Fibre . . . . .	44,683	49,096	54,554	56,033	56,400
All Others . . . . .	<u>486</u>	<u>777</u>	<u>963</u>	<u>2,027</u>	<u>876</u>
Total . . . . .	74,373	76,839	83,688	89,771	86,723
Inbound as a Percentage of Outbound . . . . .	68 %	67 %	56 %	46 %	53 %

Source: Dominion Bureau of Statistics.

The railroad portion of the White Pass and Yukon Route system was reported to have employed 123 people in 1965, paid out salaries and wages totaling \$737,354 and earned operating revenues of \$1,205,750. Besides the railroad and coastal vessel, the White Pass and Yukon's operations include two trucking fleets in the Territory and a pipeline which runs parallel to the 110 mile railroad; it also plays a major role in petroleum distribution throughout the Yukon.

In addition to rail freight services, the White Pass and Yukon carries a considerable number of passengers. Many of these are tourists from coastal vessels which operate into Skagway where most take the train for a sightseeing trip as far as Bennett, B.C., about one half of the distance to Whitehorse. In 1963, the State of Alaska put into operation a high quality coastal ferry system. This has increased tourist interest in the Yukon-British Columbia-Alaska region and has given a marked boost to the passenger service of the White Pass.

While water transportation is still of consequence in linking the Yukon with the outside world, it is no longer a factor in internal transportation except in a small way on the Porcupine and the Yukon between Dawson and Old Crow. The sternwheelers which regularly plied the Yukon River between Whitehorse and Dawson for much of the Yukon's history have been replaced by highway vehicles since the development of the territorial road system.

### Pipelines

Only one pipeline is being operated commercially in the Yukon at the present time. This is a four-inch

line operated by the Yukon Pipeline Company, a wholly owned subsidiary of the White Pass and Yukon Route. The line runs between Skagway and Whitehorse, paralleling the White Pass track most of the way. Its maximum capacity is 3,000 barrels of petroleum products per day, although it is not used at this level.

The pipeline is the last remaining section of the extensive wartime Canol System which was built to transport petroleum to Fairbanks, Alaska, from the oil fields at Norman Wells in the Northwest Territories. All other parts of the Canol System, which included a refinery at Whitehorse, have been abandoned or dismantled. The System now consists of an eight-inch pipeline which is operated exclusively for military purposes between the seaport of Haines and Fairbanks, Alaska. This line is located over Canadian territory for much of its length and runs generally parallel to the Haines Road and the Alaska Highway.

### Telecommunications

Telecommunications between the Yukon and points beyond its boundaries, have been developed to a good standard. The Territory is served by micro-wave relay systems connecting Whitehorse with centres in Alberta and British Columbia. It also has direct micro-wave communications with peninsular Alaska via Fairbanks. Modern methods of direct communication such as Telex, are available to territorial users.

Within the Yukon, telecommunications are by land line from Whitehorse to principal communities such as Elsa, Mayo, and Dawson. There are also land line links with the Alaskan communities of Skagway

and Haines where connections are possible with the tropospheric scatter system which is operated along coastal Alaska.

Canadian National Telecommunications operate the telecommunications services in the Yukon. It should be pointed out that the costly micro-wave facilities which serve the Yukon were developed not only to meet civil requirements. Their primary role is military communications between continental command centres and defence establishments in the north-northwest, particularly in Alaska.

## Finance

The availability and cost of money are determined by very complex and frequently obscure market mechanisms and it would need much elaborate study to find precisely what these are for the Yukon. This section will, therefore, do no more than describe the broad, general features of the processes by which financing takes place in the Yukon Territory.

An outstanding characteristic of the Yukon, as a market for funds, is its remoteness from North American financial centres. However it is not, as is generally thought, a high risk market. In the politically and economically stable parts of North America, risk is more a feature of the particular industry than geography. Exploration for new minerals is risky wherever it is carried out. On the other hand, retailing is now probably as secure a business in Whitehorse as in Brantford, Ontario.

There is no strong financial community within the Yukon. There are nine branches representing four national banking institutions, but these are not in a position to make decisions which could have a major bearing on the shape of the regional economy of the Yukon. The "near bank" side of the financial community is small and too poorly developed to be of much importance. Local finance capital for investment or current loan purposes is very scarce, and average personal savings are low in comparison with those in the more developed regions of Canada.

Many important private investment decisions affecting the Yukon are made in financial centres such as Toronto, New York and Vancouver. It is in cities such as these that the mineral, transportation and tourist companies active in the Yukon are located and this is where most of the directors of these companies reside.

There is also little control within the Yukon over funds for small business purposes and private housing. The Industrial Development Bank, which is a federal crown company, is active in the Yukon but does not have a local office there. Its volume of business was less than \$150,000 in 1966. Central Mortgage and

Housing Corporation established an office in Whitehorse in 1967. National Housing Act loans outstanding in the Yukon in 1966 were recorded at \$1,905,000 and virtually this whole amount consists of mortgages purchased within Whitehorse. A territorial government mortgage scheme is in effect for other areas of the Territory, but its provisions have not been as favourable as the mortgage loan provisions under the National Housing Act.

Private funds for small businesses or housing have been very difficult to obtain by standards found in other parts of Canada. For example, recent information indicates that private mortgage loans, if available at all, can be obtained in Whitehorse only at a discount of 20 per cent while bearing an interest rate of 8 per cent on the full amount of the loan, and with an amortization period of 15 years.

## Power Generation

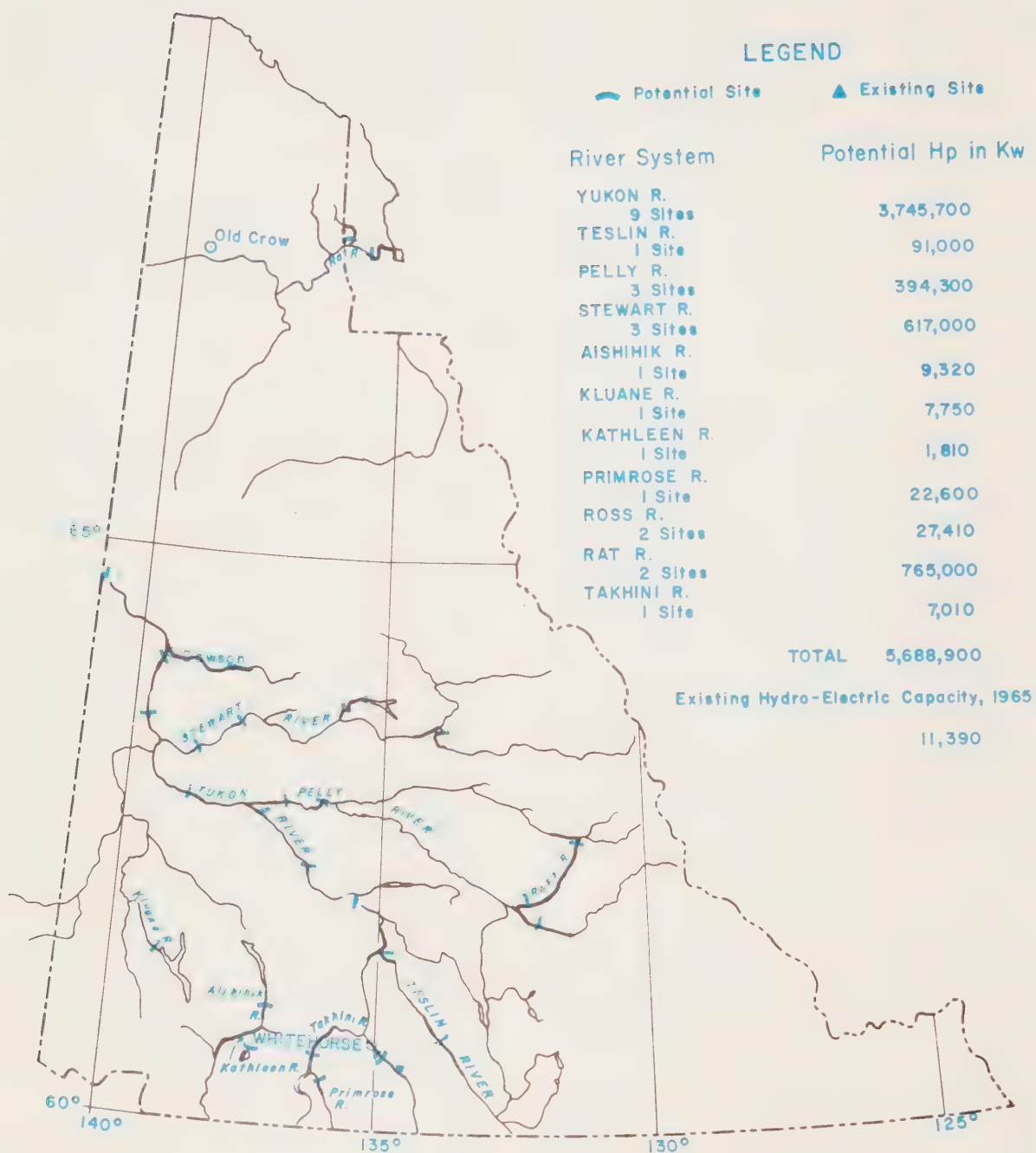
The principal operator of electric power generating facilities in both the Yukon and the Northwest Territories is the Northern Canada Power Commission, a Crown corporation which has hydro and thermal power installations at many northern locations. In the Yukon, the Commission operates power plants at Whitehorse, Mayo and Dawson.

The Whitehorse Rapids Hydro Plant is a two-unit, 15,000 horse-power development located on the Yukon River about one mile upstream from Whitehorse. Commissioned in 1958, this plant supplies electric power to a number of government agencies in Whitehorse, including the departments of National Defence and Transport, and to the hospital operated by the Department of National Health and Welfare. It also supplies a substantial proportion of the power used privately in the Whitehorse metropolitan area through the sale of power to a private distributing company, the Yukon Electrical Company.

The Yukon Electrical Company, a subsidiary of Canadian Utilities Limited of Edmonton, operates a small hydro installation in the vicinity of Whitehorse, producing some of the power it sells in the area through its own distribution system. However, the bulk of the power sold by this Company is purchased from the Northern Canada Power Commission. Yukon Electrical is also active in other communities in the Yukon, generating and distributing power in Watson Lake, Beaver Creek, Haines Junction and Teslin, as well as several other small centres.

The power plant operated by the Northern Canada Power Commission at Mayo is a hydro installation located on the Mayo River about five miles north of the community. Commissioned in 1952 as a 3,000

# LOCATION OF POTENTIAL AND EXISTING HYDRO-ELECTRIC SITES



Paper presented to the Northern Resources Conference, Whitehorse, 1963 by H.T. Ramsden, P. Eng.

Figure 11



horse-power plant, the generating capacity was increased to 6,000 horse-power in 1957. This plant supplies power over approximately 32 miles of transmission line to mining properties in the vicinity of Elsa and Keno, and to a privately owned distribution system servicing the community of Keno City. Distribution of power in Mayo is handled by the Commission.

Dawson City, which has had electricity, piped water and sewage, and a telephone system since early in this century, until recently was supplied with electric power by the Dawson Electric Light and Power Company. This company's hydro plant, located on the North Fork of the Klondike River, about 20 miles east of Dawson, was commissioned in 1911 and consists of three 5,000 horse-power generating units. This plant was used primarily to operate the dredges of the Yukon Consolidated Gold Corporation and only secondarily to provide power to the community of Dawson. The decline in the activities of the Yukon Consolidated Gold Corporation in the area led to the take over of the operation of the hydro plant by the Northern Canada Power Commission in 1966. With the complete shutdown of YCGC in fall of 1966, NCPC abandoned North Fork hydro and is now generating all power by diesel.

Thus far, the development of power generating capacity in the Yukon has been on a small scale in keeping with the relatively low demand of local markets. However, the river systems of the Territory offer considerable potential for further development of power, and may some day make power generation a large scale industry. Of particular importance in this respect is the Yukon River, the fifth largest river on the continent. This river has a drainage area of 330,000 square miles, of which 130,000 square miles lie in the Yukon and the extreme northwestern part of British Columbia. From its headwaters in northern British Columbia to its mouth at the Bering Sea, the river flows a distance of 2,300 miles, with a drop or head of 2,200 feet. Although the river basin in Canada lies in the rain shadow of the St. Elias and Coast Mountains, making the precipitation, and therefore, the run-off relatively low, the large drainage area, the 1,300 foot head within Canada, and the existence of a large system of lakes in the headwaters make the Yukon River system a major potential source of power supply.

The Yukon River system has figured prominently in a number of proposed development schemes designed to utilize its waters on both sides of the Yukon-Alaska boundary. The Rampart Dam project, conceived by Alaskan interests, would have involved construction of a huge dam on the river in Alaska and would have

utilized the flow of the river in its natural direction. On the Canadian side of the boundary, extensive reconnaissance and study programs have been carried out to produce an overall appraisal of the Yukon basin in Canada. These studies have resulted in the selection of two main alternative possibilities for development of power supplies on the Canadian reaches of the river. One of these would involve integrated power development of the Yukon River system within its natural basin. The other alternative calls for the diversion of the river's headwaters for power generation at or near tidewater on the Pacific Coast.

Since this alternative would conflict with the first one, a third possibility has been given some study. This visualizes the development of the power potential remaining in the Yukon basin should the plan for diversion of the headwaters be undertaken.

The existence of international treaties relating directly to the use of the Yukon River and other bodies of water in both Canada and the United States would require careful international consideration before any power developments were undertaken anywhere along the Yukon River. It may also be that specific planning relating to the extensive development of the Yukon and other rivers in the Yukon Territory-Alaska-British Columbia region is still somewhat premature because of generating capacity currently being developed in British Columbia at locations nearer to industrial markets. Nevertheless, the economic use of the vast water resources located within and adjacent to the Yukon Territory will become increasingly feasible with new developments in the technology of long distance power transmission.

## THE PRIMARY AREAS OF PRODUCTION AND EMPLOYMENT

### Mining and Oil

Mining has been the most important industry of the Yukon for more than half a century. The gold rush brought a large population to the Yukon, but when the rush ended, this largely transient population declined rapidly. There followed a long period during which the production of minerals was the only private activity of any consequence in the Territory. Following World War II, there was a renewed interest in the natural resources of the Yukon as a result of improvements in transportation such as the Alaska Highway. Significant population growth took place once again and this time it assumed a more permanent character.

Mining is still the principal area of private employment in the Yukon and the main source of private income. A number of other industries have come to depend very heavily on the viability and growth of the mining sector, transportation being the outstanding example. The permanence of communities such as Elsa, Mayo, Dawson, and to a considerable degree, Whitehorse, is closely linked with present level of activity in mining and future mining developments.

Most of the hard rock minerals of the Yukon occur in the south, which has been intruded by granitic rocks. The northern portion of the Territory consists of relatively unaltered sedimentary rock formations. It is in these latter areas that much of the search for petroleum and natural gas has been concentrated.

Remoteness from markets and sources of supply have been the fundamental problems facing the mining industry throughout northern Canada. The mines in the Yukon are no exception. This remoteness translates itself into high transport charges which have an effect on the costs of necessary construction, labour and materials. Northern mines often have to maintain larger inventories than would

**TABLE 15**  
**Value of Principal Yukon Minerals as a Percentage of Total Output**

Year	Gold	Silver	Lead	Zinc	Others	Total
	%	%	%	%	%	%
1900	99+	1-	—	—	—	100
1910	96	1	—	—	3	100
1920	96	1	—	—	3	100
1930	29	57	13	—	1	100
1940	75	21	4	—	—	100
1950	39	29	21	9	2	100
1960	20	48	16	13	3	100
1965	13	48	21	15	3	100

Source: Dominion Bureau of Statistics.

be necessary in the south because of the infrequency or irregularity of transportation.

Factors such as permafrost and muskeg may be responsible for further cost increments if permanent facilities have to be constructed. Because many mine sites are isolated, higher wages must be paid to attract and hold employees, and staff facilities must be provided on a scale which would not be necessary in the south.

### Yukon Mining Today

Mining is the Yukon's most important industry at the present time and it would appear to be the main basis for the future economic growth of the Territory. However, the Yukon mineral output is still not a very significant proportion of national production. Only in the case of silver has the Yukon produced a fairly large part of the nation's output. Table 16 illustrates this clearly.

**TABLE 16**  
**Mineral Production in Canada and the Yukon — 1966<sup>(1)</sup>**

	Canada	Yukon	Yukon
	\$	\$	%
Cadmium	4,814,969	253,978	5.3
Gold . . . .	124,354,130	1,509,320	1.2
Lead . . . .	89,329,437	2,446,126	2.7
Silver . . . .	46,645,109	5,705,434	12.2
Zinc . . . . .	285,263,075	1,371,986	0.5

(1) Preliminary Estimates.

Source: Dominion Bureau of Statistics.

While there have been changes in the relative positions held by various Yukon mineral products, there has been little overall change in total value of output during the past decade. As Table 17 indicates, there has been neither significant growth nor decline over the years.

**TABLE 17**  
**Yukon Mining Industry — Selected Years**

		1957	1959	1961	1963
Number of Employees . . . .	No.	795	764	719	906
Salaries & Wages . . . . .	\$	4,419,577	3,634,914	4,256,748	5,529,813
Net Value Added by Processing . . . . .	\$	6,702,488	7,702,433	9,125,571	10,474,752

Source: Dominion Bureau of Statistics.

# COMPARATIVE CHANGE IN POPULATION AND VALUE OF MINERAL PRODUCTION FOR SELECTED YEARS

## YUKON TERRITORY

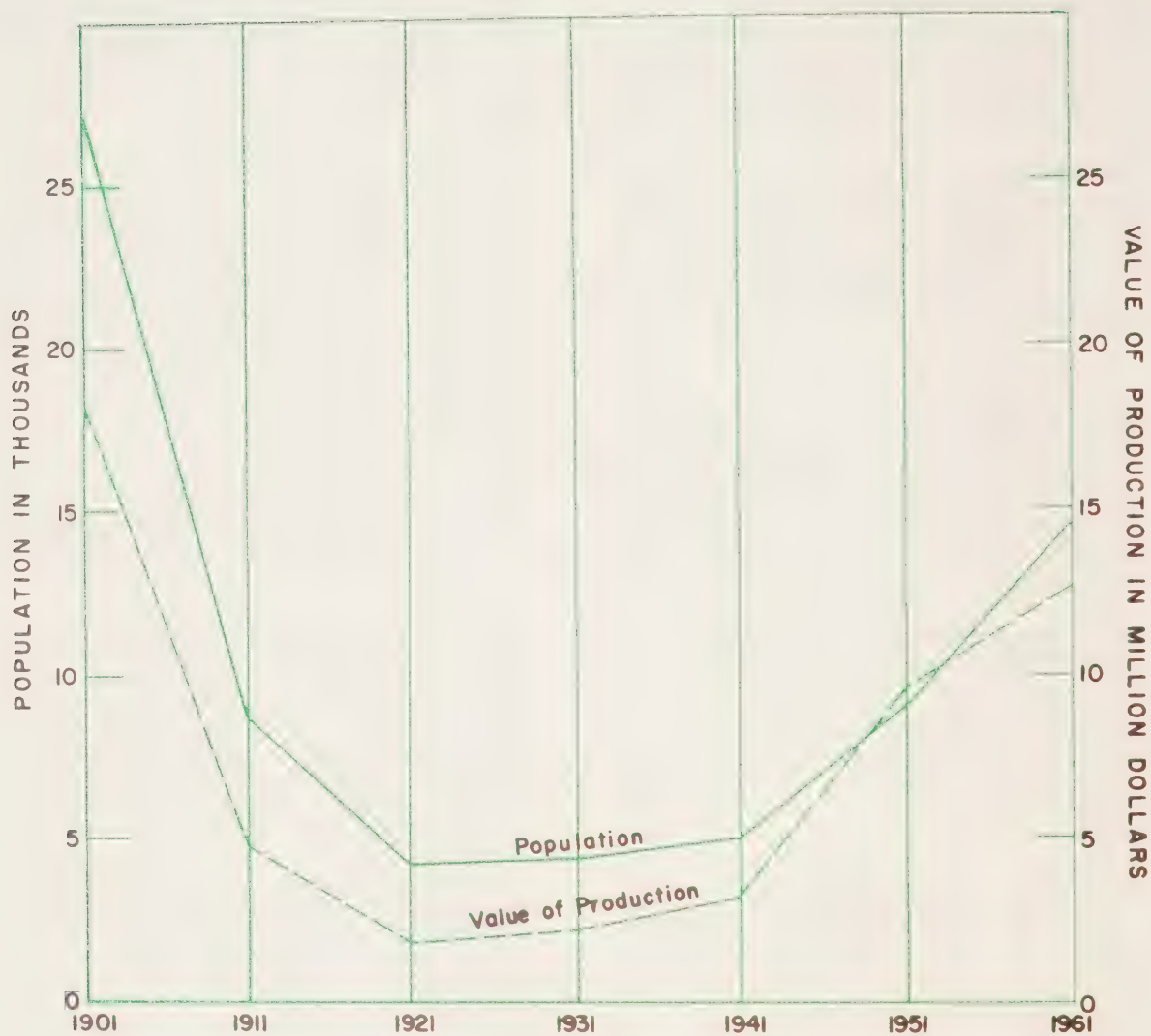


Figure 13

Source: Dominion Bureau of Statistics

An extensive variety of minerals has been produced in the Yukon including cadmium, copper, gold, lead, metals of the platinum group, silver, tungsten, zinc, and coal. Of these, gold has been the most important

historically. It is still an important product but silver is now the foremost metal in terms of value. Lead and zinc have also been significant mineral products for some years.

**TABLE 18**  
**Mineral Production of the Yukon Territory**

		1962	1963	1964	1965	1966 <sup>(1)</sup>
<b>Metallics:</b>						
Cadmium . . . .	lb.	134,493	135,885	132,222	138,918	105,824
	\$	231,328	326,124	428,399	386,192	253,978
Copper . . . . .	lb.	429,000	—	—	—	—
	\$	132,990	—	—	—	—
Gold . . . . .	troy oz.	54,805	55,211	57,844	45,031	40,035
	\$	2,050,255	2,084,215	2,183,611	1,698,975	1,509,320
Lead . . . . .	lb.	16,290,125	16,978,607	20,418,415	17,851,309	16,373,000
	\$	1,615,980	1,867,647	2,744,235	2,766,953	2,446,126
Silver . . . . .	troy oz.	6,482,244	6,106,037	5,638,712	4,615,995	4,078,223
	\$	7,551,814	8,450,755	7,894,196	6,462,393	5,705,434
Tungsten (WO <sub>3</sub> )	lb.	3,580	—	—	—	—
	\$	1,611	—	—	—	—
Zinc . . . . .	lb.	11,888,876	11,850,706	13,094,653	13,247,653	9,086,000
	\$	1,438,554	1,514,520	1,855,512	2,000,396	1,371,986
<b>Fuels:</b>						
Coal . . . . .	ton	7,649	8,231	7,229	8,801	6,000
	\$	115,198	123,675	98,150	85,626	60,000
<b>Totals . . . . .</b>	<b>\$</b>	<b>13,137,730</b>	<b>14,366,936</b>	<b>15,204,103</b>	<b>13,400,535</b>	<b>11,346,844</b>

(1) Preliminary estimate.

Source: Dominion Bureau of Statistics.

Some important changes may shortly take place in Yukon mineral production. Silver production is likely to decline sharply and may cease altogether. However, this will be compensated for by the production of some 80,000 tons of asbestos fibre annually beginning in the fall of 1967, and the production of copper from a new mine in the Whitehorse area. The prospects for production of large volumes of lead and zinc from a mine in the Ross River area also appear good at this time.

Two mining operations have, historically, been of major importance. These are United Keno Hill Mines of the Mayo area, and the Yukon Consolidated Gold Corporation of Dawson.

United Keno Hill Mines has during recent years been Canada's largest silver producer and also a substantial producer of lead and zinc. The company, which operates a number of mines in the Mayo district, has been a substantial source of income and

employment in the Yukon. During 1964, for example, the company is reported to have employed an average of 587 men and to have milled an average of 500 tons of ore a day. The value of lead, zinc, and silver concentrates sold during 1965 is reported as \$10,400,000.

The United Keno Hill lead-zinc concentrates are moved to the Whitehorse railhead by truck, and shipped from there via the White Pass and Yukon System for smelting at Trail and in the United States.

Gold mining has been declining in the Yukon. The Yukon Consolidated Gold Corporation's placer deposits have now been depleted to the point where the large scale dredging operation was closed down permanently during 1966. As is shown in Table 19, this company has received considerable support under the provisions of the Emergency Gold Mining Assistance Act. The company's absence will have an

unfavourable effect on the economy of the Dawson area but fortunately the new asbestos mine which is

being developed at Clinton Creek, about sixty miles from Dawson, should take up some of the slack.

**TABLE 19**  
**Yukon Consolidated Gold Corporation, Summary**

Year	Cost Per Cubic Yard	Return From Gold	Total Profit	EGMAA Received	Maximum Force Employed
	\$	\$	\$	\$	No.
1950	0.21	2,542,000	879,696	50,000	466
1953	0.29	1,524,000	255,888	240,000	467
1956	0.25	1,682,000	201,013	120,000	364
1959	0.26	1,804,000	38,853	130,000	370
1962	0.28	1,648,000	65,758	200,000	311
1965	0.43	1,293,000	49,837	157,000	205

Source: Annual Reports, Yukon Consolidated Gold Corporation.

A small coal mine, operated by United Keno Hill Mines, has been in production at Carmacks, 100 miles north of Whitehorse, for a long time. This mine does not have much impact on the economy of the Territory as a whole, but it is of considerable importance as a source of income in the Carmacks district.

### New Mining Developments

The Yukon mining industry is now entering an expansionary phase based not on existing mines but on new mines coming into development. As mentioned, an asbestos mine will be brought into production at Clinton Creek, near Dawson, late in 1967. This mine is being developed by the Cassiar Asbestos Company which now operates an asbestos mine at Cassiar in northern British Columbia. All of the buildings and the major equipment installations have been designed for an annual production of 80,000 tons of fibre by 1970. A townsite is being planned for a population of 600 to 700 persons. The total cost of plant, townsite, transport equipment, and necessary road construction is estimated at \$18 million. The product will be routed to market via road to Whitehorse and the White Pass and Yukon system to Vancouver.

Near Whitehorse, a copper mine has been developed by New Imperial Mines Ltd. to export some 400,000 to 500,000 tons of concentrates to Japan over a ten-year period. Although this mine is not large and its ore is of a relatively low grade, it has many advantages for a northern producer. Sources of electrical power, transportation, staff housing and labour are all available in Whitehorse in varying degrees.

Two other developments may have a major effect on the Yukon economy. A large lead-zinc deposit is being outlined in the Vangorda Creek area, near Ross River. The Anvil Mining Corporation, which is the company principally involved, has already announced discovery of 40 million tons of ore of about 10 per cent average grade. Additional large tonnages are being outlined by other companies active in the same area and total reserves may go as high as 100 million tons. The Company has announced that it will go into production in 1969 and milling facilities are now under construction.

Much further to the north, in the Snake River region, a large iron ore body is under development by Crest Exploration Ltd., a subsidiary of the Standard Oil Company of California. This iron formation has been traced over a distance of 32 miles and has a thickness of up to 300 feet. In the area most favourable for open pit mining, an estimated 3.4 billion tons of ore, grading 43 per cent iron and 0.34 per cent phosphorous, are available with a very low stripping ratio. The deposit as a whole has been estimated at more than 20 billion tons. However, it is still several years from production, and many problems still have to be solved. At the present time, there is a surplus of iron ore available from deposits more favourably located to world markets. A massive transportation investment would be required to move Crest iron ore 500 miles to tidewater. Still another problem involves upgrading the ore for shipment and to do this at reasonable cost would require far larger volumes of crude oil or natural gas than have so far been discovered in the Yukon.

There are several factors which make prospects for eventual production from deposits such as those

at Snake River appear more favourable. Impressive strides have been made in the technology of bulk transport during recent years. Vehicles such as the unit train, the solids pipeline, and very large bulk cargo vessels now permit low cost transportation over long distances, provided that volumes are sufficient. The proximity of the Japanese market with its scarcity of raw materials and its abundance of productive facilities, technological skill, and capital is of growing importance to the Yukon. There is keen Japanese interest in the minerals of the Yukon now and this is likely to continue to grow during future years.

There is now an air of optimism in the Yukon over the future of mining. This is reflected in the larger number of mineral claims recorded in 1965 over previous years. From 1961 to 1964, the number of claims averaged about 2,500 per year, with a high of 3,164 in 1962. By 1966, however, the number of claims recorded rose spectacularly to 15,889 because of intensive staking activity in areas such as Vangorda Creek.

### Oil and Natural Gas

Exploration for oil and natural gas is a recent activity in the Yukon. Three areas have been of chief interest to oil companies, namely the Eagle Plain area north of Dawson, the Beaver River region along the Yukon - British Columbia border east of Watson Lake and the Peel Plateau area straddling the Yukon - N.W.T. border along the Peel River.

The Eagle Plain area of the Central Yukon attracted the attention of many companies in the early 1950's. In 1958, the first well was drilled and abandoned. A subsequent well, Western Minerals Chance No. 1 discovered large quantities of oil and gas in 1960 and is now standing, as a suspended oil and gas well. Additional drilling in the area has resulted in the discovery of two gas wells and one oil well, the latter is a one-mile stepout from the Chance No. 1 well. The Beaver River area at the present time is undergoing considerable exploration in British Columbia and the N.W.T. Large volumes of gas were discovered and these are being expanded to meet the demands for a large gas pipeline which will be constructed by 1969. If adequate reserves are discovered in the Yukon, gas deliveries can be anticipated to commence by 1970. The Peel Plateau area is being explored by two major oil companies. To date, 9 wells have been drilled, only small gas showings were recorded in two wells.

### Tourism

The tourist industry of the Yukon is now recognized as one of the industries which has an impres-

**TABLE 20**  
**Oil and Gas Exploratory Expenditures - Yukon**

1960	—	\$1,742,485	
1961	—	1,780,063	
1962	—	3,311,981	
1963	—	4,620,225	
1964	—	8,341,487	
1965	—	7,000,000	(Estimate)
1966	—	5,000,000	(Estimate)

### Oil and Gas Revenue - Yukon

1959-60	—	\$ 39,878.18
1960-61	—	5,915.91
1961-62	—	176,214.56
1962-63	—	27,014.80
1963-64	—	413,601.21
1964-65	—	25,495.00
1965-66	—	19,749.89
1966-67	—	92,098.05

sive growth potential. It already brings Yukon hotel, lodge owners and merchants a significant annual revenue.

The Yukon has many things in its favour as a tourist region. It has an interesting and colourful history of its own, dating from the gold rush period. This is a recent history with wide publicity and many of its relics are still standing. It has the characteristic natural beauty of western North America - high mountains, rolling hills and forests of great scenic beauty. It is on the road, and air routes to Alaska, which has been the object of increased tourist activity since it achieved statehood in 1959. Detailed data are not available to indicate how many travellers in the Yukon have come primarily to see the Territory and how many are en route to Alaska, but it is certain that the attractions of the Yukon and Alaska are of mutual benefit to the tourist industries of both regions.

The primary disadvantage of the Yukon as a tourist region has been its distance from most major urban areas of the continent. A rising level of income and standard of living in those areas may increasingly compensate for this. Because of its northern latitude, tourist activity has been restricted to the summer months. There is some potential for winter sports, but the opportunity for immediate expansion would not appear high at this time.

Transportation routes are being improved gradually and the recent opening of a "marine highway" has had a stimulating effect. This route, which commences in Vancouver and utilizes the British Columbia ferry system, roads on Vancouver Island, the Alaska State ferry system, and the ports of Haines and

Skagway, Alaska, (both of which are terminals for routes into the Yukon) has not only made automobile trips to the Yukon much more comfortable, it has made feasible circular trips involving a combination of facilities such as the White Pass and Yukon Railway, the Haines Road, and the Alaska Highway.

#### Approximate Road Distances

	Miles
Whitehorse to New York	4,100
Whitehorse to San Francisco	2,700
Whitehorse to Seattle	1,800
Whitehorse to Vancouver	1,700
Whitehorse to Edmonton	1,287

The scarcity and relatively low standard of much of the Yukon's tourist accommodation is a distinct disadvantage. At the present time, there are some 70 highway lodges, motels and hotels which comprise about 830 units (cabins, bedrooms, etc.) with an overall capacity of 2,300 persons. During the peak tourist months these are quite often completely booked at locations such as Whitehorse. The shortness of the tourist season obviously has a restricting influence on the growth and improvement of the type of facility needed to attract tourists.

A recent study has shown that the automobile is the principal means by which visitors arrive in the Yukon accounting for more than three-quarters of all arrivals. Some 15 per cent of all Yukon visitors arrive by aircraft and less than 10 per cent come by bus. However, with the initiation and growth of a variety of interesting package tours, the bus has been the most rapidly growing means of travel.

Currently, about two-thirds of the visitors to the Yukon each year are tourists. The remainder come to the Yukon for business purposes. As Table 21 clearly shows, the peak tourist months are July and August while non-tourist visiting tends to be much more evenly distributed throughout the year.

Most tourists are of non-Canadian origin. Vehicles have been recorded from 49 states of the United States, most provinces of Canada, and from overseas countries such as England, Australia, Germany, Switzerland, and Japan. The Pacific Coastal states of the United States, including Alaska, are a particularly important source of tourist income for the Yukon.

While most visitors spend less than a week in the Yukon, a considerable proportion do stay longer. A recent survey undertaken by the Yukon Travel and Publicity Branch during the peak travel season of 1966 indicates that the average tourist party spends one full week in the Territory.

TABLE 21

#### Yukon Visitors Estimated Monthly Distribution, 1964

	Tourists		Non-Tourists	
	Number	Per cent of Annual	Number	Per cent of Annual
January . . . . .	—	—	1,384	5.6
February . . . . .	—	—	1,380	5.6
March . . . . .	—	—	1,504	6.1
April . . . . .	—	—	3,080	12.5
May . . . . .	3,981	10.4	2,048	8.3
June . . . . .	6,341	16.6	2,048	8.3
July . . . . .	11,978	31.4	2,048	8.3
August . . . . .	10,780	28.2	2,048	8.3
September . . . . .	3,523	9.2	2,048	8.3
October . . . . .	1,560	4.1	2,048	8.3
November . . . . .	—	—	2,527	10.3
December . . . . .	—	—	2,417	9.8
Total . . . . .	38,163	100.0	24,580	100.0

Source: Improvement Program for the Alaska Highway: An Analysis of Economic Benefits. Study prepared for the Department of Northern Affairs and National Resources, 1966.

TABLE 22

#### Origin of Visitors to the Yukon Arriving by Car January — December, 1966

	Number	Per cent
From the United States		
California . . . . .	1,505	14.6
Washington . . . . .	698	6.8
Alaska . . . . .	544	5.3
Michigan . . . . .	483	4.7
All other states . . . . .	5,169	50.1
From Canada		
British Columbia . . . . .	574	5.5
Alberta . . . . .	531	5.1
Ontario . . . . .	250	2.4
All other provinces . . . . .	418	4.0
Foreign . . . . .	153	1.5
Total . . . . .	10,325	100.0

Source: Government of the Yukon Travel Survey, 1966.

Tourists spend money on a wide variety of things in the Yukon. Because of their mobility, the pattern of their expenditures is most difficult to trace. There is no question that the Yukon's economy benefits as a result, but how or to what extent cannot be said with any certainty. An estimate of

tourist expenditures by type which was prepared by the Yukon Travel and Publicity Branch for the months of June, July and August, 1962, indicated that a total of nearly \$2 million was spent within the Yukon by tourists during the three-month period. More recent data suggest that expenditures may have at least doubled by 1966. Indications are that about 50 per cent of the tourist dollar is spent on transportation, 25 per cent on food, 14 per cent on accommodation, and 11 per cent on miscellaneous items.

## Construction

As used here, the term construction refers only to private residential and commercial buildings. It does not include construction in the public sector such as public buildings, roads and bridges which is discussed in the section on government and transportation.

There is very little reliable information on the value of private building construction in the Yukon. The only data which can be obtained readily are derived from the issuance of building permits but there

is not necessarily any close relationship between cost estimates on permits issued before any construction takes place and the amounts subsequently spent on construction.

Moreover, building permits in the Yukon are issued only by the municipalities of Whitehorse and Dawson for construction within their boundaries and by the Territorial Government within areas designated under the Area Development Ordinance. The latter includes communities such as Watson Lake, Haines Junction, Crestview, Porter Creek and Mayo. Building permits, which require compliance with National Building Code minimum standards, are not required for areas which are not designated under the Ordinance. Because of these factors, such statistics as are included in this section should be regarded as being indicative of trends rather than as a record of absolute magnitude.

During the post war years, there has been a marked trend in Canada toward suburban living. This trend has had its impact on the Yukon and particularly Whitehorse, where a number of new suburbs have grown up in recent years.

TABLE 23  
Residential Building Permits Issued — Whitehorse

	New		Renovations		Total	
	Number	Value	Number	Value	Number	Value
		\$		\$		\$
1961 .....	50	652,250	48	86,175	98	738,425
1962 .....	36	449,437	41	81,900	77	531,337
1963 .....	38	388,600	52	64,605	90	453,205
1964 .....	12	236,675	32	36,170	44	272,845
1965 .....	29	159,400	14	24,300	43	183,700
1966 .....	28	574,770	46	60,600	74	635,370

Source: City of Whitehorse.

The foregoing data do not reflect all of the construction which has taken place in the Whitehorse metropolitan area. A substantial number of building permits have been issued for residential construction in the adjacent communities of Crestview and Porter Creek.

There has also been some residential construction outside the Whitehorse metropolitan area particularly at Mayo and Watson Lake, but not in the same order of magnitude. At Mayo, six building permits were issued between 1963 and 1965 at a total value of just over \$30,000. At Watson Lake, three permits were issued during the same period for a combined value of about \$25,000. In 1966, seven permits were issued in Dawson City totalling \$89,500.

Commercial construction in Whitehorse has shown a declining trend similar to that of residential construction during recent years although there was considerable recovery in 1965 and later.

Outside of the Whitehorse area, the largest number of commercial building permits has been issued at Watson Lake during the 1963-65 period totalling just under \$200,000, while six permits were issued at Mayo totalling somewhat less than \$100,000. At Dawson City, over \$54,000 in commercial permits were issued in 1966.

A number of construction firms are domiciled in the Yukon and a few of these are of considerable size. Some are Yukon branch offices of Alberta or

**TABLE 24**  
**Commercial Building Permits Issued — Whitehorse**

	New		Renovations		Total	
	No.	Value	No.	Value	No.	Value
		\$		\$		\$
1961.....	19	1,458,392.	18	66,080	37	1,524,472
1962.....	15	1,588,314	20	61,097	35	1,649,411
1963.....	10	228,300	17	46,500	27	274,800
1964.....	9	279,888	16	44,343	25	324,231
1965.....	9	1,051,800	14	55,960	23	1,107,760
1966.....	13	917,600	19	365,800	32	1,283,400

Source: City of Whitehorse.

British Columbia companies. Unfortunately, there is no data available to indicate the division of private construction work in the Territory between resident and non-resident contractors.

Data from the National Employment Service in Whitehorse reveals that about 543 persons were employed in the "construction and maintenance trades" in the Yukon and adjacent parts of British Columbia during the peak employment season in 1966. These persons would be active in both the private and public sectors of the economy. Data from the Workmen's Compensation Board indicates an average total Yukon construction wage bill of about \$2.5 million annually.

The construction industry throughout Canada is strongly influenced by seasonal and cyclical economic patterns and these variations in the level of activity present the Yukon construction industry with some particularly severe labour problems. A skilled labour force is difficult to attract to a region such as the Yukon and this difficulty is compounded by strong variations in construction activity and doubtful job tenure. Thus territorial contractors have been at a disadvantage compared to their counterparts in the provinces.

### Merchandising

The 1961 Census enumerated 102 retail establishments in the Yukon. Of these, 55 were located in Whitehorse, 13 in Dawson, 7 in Watson Lake, and the remainder in various other centres throughout the Territory.

While the merchandising sector of the Yukon economy has grown since the Census, the precise rate of growth is difficult to ascertain. Estimates of

gross retail sales are presented in Table 25. These estimates are based on gross retail sales recorded during the Census year and on annual liquor sales. They should, therefore, be used with caution.

**TABLE 25**  
**Estimated Gross Sales, Yukon Retail Outlets**

Year	Dollars
1959	14,400,000
1960	15,900,000
1961	17,233,000 (known)
1962	18,200,000
1963	18,600,000
1964	19,000,000
1965	19,400,000

Source: (Estimates based on 1961 Census and Data from Territorial Government.)

Data from the Workmen's Compensation Board shows that there are now about 450 people employed in retailing and wholesaling in the Yukon and that the total annual wage paid is about \$1.8 million.

Retail outlets are not as diversified as they would be in a typical provincial city of the size of Whitehorse. Lines of goods which might elsewhere be sold in specialty shops such as men's wear, ladies' wear and appliances, are sold in the large general stores in the Yukon. Even so, there are some independently operated shops selling particular classes of products. In Whitehorse, there are souvenir shops, drug stores, a hardware store and magazine shops which are more or less specialized. However, middlemen such as wholesalers and brokers provide their services from outside the territory. Because they operate on a low mark-up, businesses of this nature rely on volume in order to make a profit and the Yukon is not a high volume market.

Whitehorse is the most important trading centre in the Yukon. People come to the territorial capital not only from communities such as Dawson and Mayo to make major purchases, but also from Watson Lake which is some 300 miles further south along the Alaska Highway. A Whitehorse merchant has stated that in his experience, people from Watson Lake will look south to a Peace River district centre for their foodstuffs but to Whitehorse for items such as appliances. Data comparing Whitehorse prices with Edmonton prices indicates that this should indeed be the case. Food prices are considerably higher in Whitehorse but the prices of appliances and many other dry goods tend to be on the same level with prices for similar items in provincial centres.

One reason for this, but perhaps not the only one, is the existence in Whitehorse of two mail order stores which do a considerable annual volume of business. They represent companies which prepay freight charges over large areas of Canada in order to offer uniformity of prices throughout those areas. Prices of appliances, dry goods, and other items appearing in the mail order catalogues of these companies, are of a similar level in Whitehorse to price levels in British Columbia or the Prairie Provinces. However, customers must as a rule meet any freight charges incurred beyond the Whitehorse rail-head.

### General Services

This section deals briefly with a number of activities which in total are of considerable importance to the Yukon economy even if some have not attained a significant level of development on their own. These activities vary greatly in character and range from the professions and skilled trades to activities such as laundering, printing newspapers, and hotel-keeping. The number and variety of general services in an area usually depend mainly on the population size, the level and distribution of income and the nature of the main economic activities of the area. It would be difficult to present a comprehensive picture of the general services available in the Yukon without more thorough study than is possible here. Data are either not available at all or they are unreliable. All that is possible for present purposes, therefore, are a few general comments.

The professional services seem to be well represented in the Yukon particularly in Whitehorse. There are, for example, nearly ten physicians and surgeons currently practising in the Territory most of whom are at the medical centre at Whitehorse. Others are located at Watson Lake, Dawson and Mayo. There are about three barrister and solicitor firms, and all are in Whitehorse. Also resident at the Territorial capital are mining consulting firms, invest-

ment dealers, accounting firms, a travel agency and insurance agents.

In other general service fields, there are two newspapers published in Whitehorse, a daily and a semi-weekly. There is also a radio station and a cable television system.

The hotel and restaurant field is a general service activity which may not have been adequately represented during recent years in the Yukon. There are a considerable number of hotels in the Territory, particularly at Whitehorse. There are a number of good restaurants in the Territory, as well as a number of medium quality establishments.

It is estimated that up to 500 persons earn their living wholly or partly from various general service activities throughout the Yukon, but the total income generated by such activities cannot be estimated from present data with any accuracy.

### Forestry

There are about 27 million acres of productive forest land in the Yukon, and this is about one fifth of the total land area of the Territory. This acreage contains approximately 9.2 billion cubic feet of merchantable timber. For the sake of comparison, this roughly equals the amount of merchantable wood found in the province of Nova Scotia. On a volume per unit area basis, it is comparable to that of province of Manitoba.

Present forest production is geared to supply local markets only. In 1966-67, production was estimated to be 2.3 million cubic feet valued at \$866,000. This was made up basically of mine timbers produced in the Mayo district and lumber in the Watson Lake area. If present efforts to produce well seasoned, graded lumber in the Yukon are successful, it is expected that all local demand for white spruce lumber will be met by Yukon producers. Also, increased mining activity indicates that increased local production of lumber will be needed to meet mining needs.

Forest-based industries would appear to have considerable potential for future development in the Yukon. Manitoba, with timber stands no denser on the average than those found in the Territory, has supported a paper mill for many years, and it may perhaps be in the field of pulp and paper production that the forest resources of the Yukon will find their principal use in the future. One fact impeding such use at the present time is that of high cost transportation of end products. In order to make Yukon forest products competitive in world markets, means must be found to move them from the Yukon interior to tidewater at the lowest

possible cost. Developments which may shortly be underway in connection with mineral occurrences may provide this means.

Another problem is that of an adequate labour force. Unlike many parts of Canada with extensive forest resources, the Yukon has not developed any sizable forest oriented labour force. There is, however, a considerable pool of surplus unskilled labour which might, given appropriate conditions, turn to logging as a principal source of livelihood.

So far, most Yukon forest operations have tended to be quite transitory and marginal. An accurate measure of employment is not available. Such information, as exists, suggests that present Yukon woods labour productivity is low in comparison with provinces such as British Columbia, where strong export and local demand has enabled the accumulation of much more labour skill and capital.

### Agriculture

There has been some agricultural activity in the Yukon since the period of the gold rush but the industry has been unable to expand to any significant extent. Physical factors such as the severe climate and poor soils are impediments to farming in the Yukon. In addition, the region is too remote from major urban markets and sources of supply for any volume production. Transportation costs of products and inputs are discouragingly high. The Yukon lacks the necessary local markets which might provide an adequate base for speciality products.

Yukon agricultural soils occur only in intermittent pockets and narrow bands along the main rivers and their tributaries. Much of the land is now forest covered. It is estimated that there are some 300,000 acres of class 1 and class 2 arable land, most of which is found in the Takini-Dezadeash Valley. The frost free period is short and there is usually insufficient moisture for rapid growth. Most soils are rather acid and natural fertility falls off rapidly. However, in spite of such handicaps, early varieties of grain and potatoes can be matured.

It is reported in the 1961 Census that there were 33 separate parcels of land held in the Yukon for agricultural use under lease or agreement of sale. The total area involved amounted to 10,300 acres. In addition, applications for another 33 parcels containing 10,600 acres were pending at that time. The Census listed 15 farms and reported the value of products sold at only \$15,600. About 12 per cent of the farm land was classed as improved. By 1965, the area held for agricultural purposes under leases or agreements of sale had risen to 27,700 and applications for a further 3,000 acres were pending. Most

of the existing and pending agreements were for grazing purposes only.

There is some small scale truck gardening and mixed farming in the Yukon particularly in the vicinity of Whitehorse, but the raising of beef cattle is the main agricultural activity. Most of the beef is sold locally in Whitehorse.

An experimental farm has been operated by the federal Department of Agriculture at Haines Junction, Mile 1019, on the Alaska Highway, since 1944. This farm has some 200 acres under cultivation and a staff of about 15 persons. There have recently been some changes in the administration of the farm so that it is now one of four research stations administered from Beaverlodge, Alberta.

### Fishing

The Yukon has virtually no base for an ocean fishery. It has only about 135 miles of uninhabited coastline on the Arctic Ocean. Such fishing as is carried on is done on inland waters, of which the Yukon has proportionately less than most other parts of Canada. Present commercial fishing operations are so marginal that they are unlikely to add significantly to the future economic development of the Yukon. The Department of Fisheries has noted a steady decline in commercial fishing activity.

Salmon, lake trout and whitefish are fished commercially on a limited scale. In 1966, there were twenty commercial fishermen — fifteen net fishermen and five operating fish wheels. An additional 26 fishermen had a minor interest in fishing and fish sales. A total of 85,000 pounds of lake trout, whitefish and salmon were landed.

The commercial fishermen are mostly whites. Indians fish primarily for their own use, and locally caught fish is a staple diet for many of them. Estimates indicate that indigenous species taken by natives totalled about 130,000 pounds during the 1965 season.

Sport fishing has been on the increase in the Yukon during recent years. In the years since 1961, there has been a significant increase in the number of fishing licences granted to non-residents. Licences granted to local sport fishermen have remained relatively constant.

While the revenue from licences is negligible, non-resident anglers who came to the Yukon for the specific purpose of sport fishing are understood to have generally stayed a week or more and to have spent about \$100 per person in the Territory, not including transportation.

**TABLE 26**  
**Yukon Fishing Licences Granted**

	To Residents	1961=100	To Non-Residents	1961=100
1961 .....	2,600	100.0	3,960	100.0
1962 .....	2,672	102.8	3,687	93.1
1963 .....	2,851	109.6	4,229	106.8
1964 .....	2,505	96.3	4,185	105.7
1965 .....	2,517	96.8	5,109	129.0
1966 .....	2,760	106.2	5,916	149.4

Source: Department of Fisheries, Whitehorse.

### Fur Production

Fur trapping is a mainstay of the Indian population of the Yukon and its main source of cash. Income to trappers can fluctuate widely with changes in fur prices which are determined by the supply of pelts from world-wide producing areas and demand and taste in the fashion capitals of the world.

**TABLE 27**  
**Value of Wildlife Fur Production, Yukon**

	Value \$	1959-60 = 100
1954-55	242,944	153.5
1955-56	155,777	98.4
1956-57	108,873	68.8
1957-58	118,607	74.9
1958-59	103,633	65.5
1959-60	158,232	100.0
1960-61	105,031	66.4
1961-62	125,348	79.2
1962-63	87,625	55.4
1963-64	171,209	108.2
1964-65	172,936	109.3
1965-66	65,900	41.6

Source: Dominion Bureau of Statistics.

The principal furs are muskrat, marten, squirrel, beaver, and mink. Yukon furs comprise only about one per cent of Canadian fur production, and territorial trappers, therefore, can have little influence on price. However, like all Canadians, they have been faced with rising price levels in the commodities which their uncertain cash income must buy, which adds to the precariousness of the future of this industry in the Yukon.

### THE INFLUENCE OF GOVERNMENT

#### Federal Government

The Federal Government has a substantial economic impact on the Yukon in a number of ways. One of these has to do with its national role of guiding the economy by means of its monetary, fiscal, welfare, employment, and trade policies. These policies affect the Yukon just as they do the rest of Canada.

Another has to do with the Federal Government's role in the national economy. In the Territory as elsewhere in Canada, the Government operates airports and highway systems, arranges funds for mortgages, runs the post office and provides a host of other services. Recognizing that the primary resource sector of the economy plays a fundamental role in the development of the Yukon Territory, the Federal Government has a special economic responsibility arising out of its commitment to develop the north. The investment needed to bring the primary resources into production and the social capital needed to provide an acceptable environment for the Yukon people are on an enormous scale. For this reason development and management of the main natural resources of the Yukon is a federal responsibility.

#### National Policies and Programs

Successive federal governments have formulated a number of programs designed to maintain a high level of employment and a rising standard of living for all Canadians. As well, they have tried to minimize the effect of regional differences in resource endowment. Specific programs have been formulated to redistribute income, to increase the mobility of

labour, to curtail unemployment, and to provide for economic stability. Agencies have been created to provide for guidance and direction of the economy — for example, the Bank of Canada, the Canada Economic Council, and the Department of Industry.

These developments have undoubtedly had their effect on the Yukon in so far as the prosperity and well-being of the Yukon is dependent on the economic health of the rest of Canada. However, they stem from general policies which have been formulated to meet the needs of an emerging industrial economy rather than peripheral economies such as that of the Yukon.

National trade policy is another example. Japanese and other Pacific markets for Yukon minerals will be increasingly essential if the Territory is to develop. However, competition for these markets is keen and factors which would encourage Japanese and other business interests to favour Canada in preference to

other sources of raw material, may not always be present.

### Other Roles

The Federal Government is active in a number of other roles within the Yukon. Over twenty federal departments and agencies are active in the Territory on either a full or part time basis. However, in recent years only a few of these have accounted for the largest portion of federal spending. As Table 28 shows, seven departments or agencies, accounted for more than 80 per cent of the federal expenditure made in the Territory during the 1964–65 fiscal year. This is only about one-third of the departments represented in the Territory during the year. It must be pointed out, however, that all the expenditures were not made solely within the Yukon. A considerable portion represents payments made in southern Canada in support of Yukon activities. Federal accounting practice does not lend itself to calculating what this portion may be.

TABLE 28  
Federal Expenditures — Yukon  
1964–65 Fiscal Year

	Capital Expenditures	Administration Operation and Purchases	Grants and Transfers	Total	Per cent of Total
	(\$000's)	(\$000's)	(\$000's)	(\$000's)	%
Northern Affairs . . . . .	1,769	1,436	2,692	5,897	24.8
Public Works . . . . .	*	*	*	4,259	17.9
Transport . . . . .	1,251	1,365	Nil	2,616	11.0
Health and Welfare . . . . .	64	1,446	851	2,361	10.0
Finance . . . . .	Nil	2,147	102	2,249	9.5
National Defence . . . . .	*	*	*	2,005	8.5
Indian Affairs . . . . .	141	637	251	1,029	4.3
Others . . . . .	*	*	*	3,334	14.0
Total . . . . .	*	*	*	23,750	100.0

\* Breakdown of totals not available.

Source: Advisory Committee on Northern Development, Government Activities in the North, 1965.

Table 28 should not be taken as representing all of the costs incurred by the Federal Government in connection with the Yukon. Allocation of items such as departmental headquarters and other overhead costs are not usually shown in government accounts. In the case of some departments active in the north such as Indian Affairs and Northern Development, Transport and Public Works, their expenditures, if shown on a "fully allocated cost"

basis, might be appreciably higher than those given in the Table.

The classification of expenditure data into the three categories of the Table was in some cases arbitrary. Moreover, some of the items refer to expenditures which are incurred in connection with federal activities in northern British Columbia as well as the Yukon. For most items of this kind,

a precise allocation between the Territory and the Province would not only be difficult, it would also not make much difference to the amounts shown. However, the expenditures shown for the Department of Public Works include the costs of maintaining the Northwest Highway System and these have been pro-rated to the Yukon on the basis of Northwest Highway System mileage lying within the Territory.

Expenditures made by various departments differ widely in purpose and economic impact. The expenditures of the Department of Indian Affairs and Northern Development are the most varied of any federal department because of its role in the administration of resources in the Territory, the construction of public projects, and its financial support of the Territorial Government. The Indian Affairs Branch has a varied role regarding Indians in the Yukon and its expenditures reflect this. Other departments and federal agencies tend to be more specialized. For example, the expenditures of the Department of Transport are mostly on the operation of airports and air route facilities while those of the Department of Finance are very largely for the purchase of gold and silver for the Royal Canadian Mint.

Total payments recorded as accruing to the Federal Government from its Yukon activities during the 1964-65 fiscal year are \$5,957,669. Some 40 per cent of this, \$2,427,023, represents taxes collected within the Territory by the Department of National Revenue. This figure should not be construed as being the full amount of taxes collected by the Federal Government as a consequence of economic activity in the Yukon. It represents only those taxes collected at the Whitehorse taxation office, which are largely taxes on personal income. Some large companies active in the Yukon such as United

Keno Hill Mines, The White Pass and Yukon Route, and Canadian Freightways, file their corporate tax returns at taxation offices in southern Canada. Another large portion of the federal revenue figure represents the sale of electricity by the Northern Canada Power Commission, which amounted to \$998,187 or 17 per cent of the 1964-65 fiscal year total.

The Federal Government has responsibility for the management and disposition of the natural resources of the Yukon Territory with the exception of the game resources, as provided by the Yukon Act. Table 29 shows revenues by various categories derived from mining and oil and natural gas activity for the 1966 calendar year, a year of particularly intense mining exploration activity.

**TABLE 29**  
**Federal Revenues from Mining and Oil and Gas Activity - 1966**

Revenues from Mining	\$
Fees and rentals .....	356,000
Royalties .....	33,400
Sale of Claim Sheets .....	3,600
Others .....	3,700
Total .....	396,700
Revenues from Oil and Gas	
Assignment Fees .....	200
Forfeitures .....	41,200
Permit Fees .....	13,000
Lease Rentals .....	25,900
Total .....	80,300

Source: Department of Indian Affairs and Northern Development.

**TABLE 30**  
**Full Time Federal Employees - Yukon**

	1963		1964		1965	
	Actual	Per cent	Actual	Per cent	Actual	Per cent
National Defence .....	1,326	71.2	361	27.8	376	26.1
Public Works .....	42	2.2	441	33.9	553	38.5
Transport .....	132	7.1	118	9.0	110	7.7
Health & Welfare .....	119	6.4	119	9.0	137	9.5
R.C.M.P. ....	52	2.8	53	4.0	55	3.8
Northern Affairs .....	52	2.8	52	4.0	67	4.7
All Others .....	140	7.5	156	12.3	140	9.7
Total .....	1,863	100.0	1,300	100.0	1,438	100.0

Source: Advisory Committee on Northern Development, Government Activities in the North, Reports.

Several of the federal departments and agencies hold extensive assets in the Yukon and employ a substantial number of people. Table 30 shows that, generally, the departments and agencies which are the largest spenders also have the largest number of employees. It also shows the increase in the Department of Public Works establishment after it took over maintenance of the Alaska Highway from the Department of National Defence in 1964.

### Northern Development

The Federal Government is active in encouraging economic growth and development in the Yukon both by direct measures and by attempting to provide a climate attractive to investment capital.

Direct measures include the construction of roads and airports either at full federal expense or by cost sharing with private companies. The roads program is a particularly ambitious one involving substantial expenditures in both the Yukon and the Northwest Territories which are forecast at an average of \$10 million a year over the next 10 years. It will bring regions which now lack any form of surface transportation within reach of resource companies, sportsmen and tourists.

Beyond such measures, and as requisite background to them, there is long range planning by the Federal Government. However, there are some real limitations to what can be done about the problems involved in the long-term development of the north.

First, the principal basis for the growth and development of the north is its mineral wealth but the rate at which this can be developed is, in large part, determined by supply and demand in

world markets in which Canada plays a relatively minor role. Canada is not able to significantly influence the world production and consumption patterns to benefit the commodities produced in the Yukon.

Second, there are human and technological factors which inhibit development and which are difficult to influence. People's attitudes concerning the north are changing only very slowly and very few well trained youths look north for their future. The production processes of the mineral industries now are generally capital intensive and the trend is toward increased automation. It is, therefore, possible to visualize a north full of machines but with few people in the extractive industries which formerly employed substantial numbers of semi-skilled workers.

Finally, northern development is a relative Canadian objective. It can only be justified as one of a number of concurrent national programs devised to materially benefit Canada. The costs involved are high and it must, therefore, be undertaken in the context of budgetary constraints determined by the wealth of the Canadian tax base and the many other purposes to which federal funds must be committed.

### Territorial Government

The Government of the Yukon Territory, under the Commissioner, undertakes a wide range of activities. As shown in Tables 31 and 32 the largest expenditures made by the Territory are on activities such as education, construction, operation and maintenance of public works, administration of the territorial hospital insurance and welfare programs, vocational education, and municipal and area development.

TABLE 31  
Territorial Operating Account

Revenues from Territorial Sources	1962-63		1963-64		1964-65		1965-66	
	\$000	%	\$000	%	\$000	%	\$000	%
Taxes .....	703	18.6	843	19.9	969	20.8	906	18.5
Liquor Profit .....	922	24.4	916	21.7	884	19.0	927	18.9
Licences .....	259	6.8	271	6.4	287	6.2	292	6.0
Others .....	138	3.6	192	4.5	256	5.5	281	5.7
Total .....	2,022	53.4	2,222	52.5	2,396	51.5	2,406	49.1

Table 31 (cont'd)	1962-63		1963-64		1964-65		1965-66	
	\$000	%	\$000	%	\$000	%	\$000	%
<b>Recoveries from Federal Government</b>								
Roads, Bridges, Public Works . . . . .	560	14.8	617	14.6	821	17.6	981	20.0
Education . . . . .	441	11.6	505	12.0	447	9.6	469	9.6
Hospital Insurance . . . . .	471	12.5	356	8.4	439	9.4	403	8.2
Welfare . . . . .	120	3.2	166	3.9	189	4.1	211	4.3
Vocational Training . . . . .	18	0.5	139	3.3	178	3.8	203	4.2
Others . . . . .	151	4.0	225	5.3	186	4.0	226	4.6
<b>Total . . . . .</b>	<b>1,761</b>	<b>46.6</b>	<b>2,008</b>	<b>47.5</b>	<b>2,260</b>	<b>48.5</b>	<b>2,493</b>	<b>50.9</b>
<b>Total Revenues . . . . .</b>	<b>3,783</b>	<b>100.0</b>	<b>4,230</b>	<b>100.0</b>	<b>4,656</b>	<b>100.0</b>	<b>4,899</b>	<b>100.0</b>
<b>Expenditures</b>								
Education . . . . .	1,134	25.3	1,335	26.3	1,606	26.1	1,859	27.5
Roads, Bridges, Public Works . . . . .	961	21.4	1,009	19.9	1,357	22.0	1,452	21.5
Hospital Insurance . . . . .	745	16.6	684	13.5	668	10.9	651	9.6
Justice . . . . .	330	7.4	336	6.6	538	8.7	482	7.2
Welfare . . . . .	311	6.9	394	7.8	445	7.2	486	7.2
Others . . . . .	1,002	22.4	1,316	25.9	1,546	25.1	1,826	27.0
<b>Total Expenditures . . . . .</b>	<b>4,483</b>	<b>100.0</b>	<b>5,074</b>	<b>100.0</b>	<b>6,170</b>	<b>100.0</b>	<b>6,756</b>	<b>100.0</b>
<b>Operating Deficit . . . . .</b>	<b>700</b>		<b>844</b>		<b>1,514</b>		<b>1,857</b>	

Source: Government of the Yukon, Public Accounts

Table 31 reviews the main features of the operating accounts during four recent fiscal years. The principal sources of territorial revenues are shown to be liquor profits derived from territorially operated liquor outlets, vehicle licence fees and property and sales taxes. Property taxes are collected by the Territorial Government in all areas except the municipalities of Whitehorse and Dawson, which collect their own. The structure of the sales taxes which are levied under ordinances passed by the Commissioner-in-Council, is a relatively simple one and rates are quite low in comparison with provincial rates. The largest revenue producing items, gasoline and diesel fuel bear a tax of 9 cents per gallon. Beer is taxed at a rate of 25 cents per half dozen bottles; a bottle of wine bears a 10 cent tax; and a bottle of spirits a 25 cent tax. There is no general sales tax.

Approximately half of the operating budgetary revenues (non-grant) derived by the Government of the Yukon Territory consist of payments received from the Federal Government in respect of cost shared programs or for various services which are rendered to the senior government. The provisions and formulae for such payments beyond the material programs have been contained in Federal-Territorial Financial Agreements negotiated for five-year periods. As shown in Table 31, the principal services rendered to the Federal Government are in the fields of

education and roads, bridges and public works. It should perhaps be mentioned that, while federal payments to the Territory often contain an appreciable element of subsidy, the underlying spirit is one of participation in national cost-shared programs.

It will be observed that annual operating expenditures of the Territory exceed operating revenues by a substantial margin, resulting in an operating deficit. It is the practice of the Federal Government to defray this deficit by an annual "deficit grant", which is a direct, non-repayable transfer of funds to the Territory.<sup>(1)</sup>

Table 32 reviews the main features of the Territorial Capital Account. Unlike the operating budget, virtually no revenues derived from strictly territorial sources are applied to capital projects, and the Federal Government is for all intents and purposes, the source of such revenues. Again recoveries which are in part payments for services rendered and in part subsidy, are an important source of income for the Territory. Additional requirements over and above such recovery income are met from borrowings from the Federal Government.

(1) Amount of actual operating grants paid under the Financial Agreement were:

1962-63	\$1,252,782
1963-64	1,609,131
1964-65	1,868,013
1965-66	2,111,263

**TABLE 32**  
**Capital and Loan Amortization Accounts**

	1962-63	1963-64	1964-65	1965-66
	(\$000's)	(\$000's)	(\$000's)	(\$000's)
<b>Project Capital Expenditure</b>				
Education . . . . .	1,749	1,062	303	564
Roads, Bridges, Works. . . . .	893	1,218	968	1,323
Municipal, Area, Development . . . . .	258	202	184	193
Vocational Training . . . . .	717	127	11	359
Others . . . . .	200	112	129	288
<b>TOTAL . . . . .</b>	<b>3,817</b>	<b>2,721</b>	<b>1,595</b>	<b>2,727</b>
<b>Project Capital Recoveries from Federal Gov't,</b>				
Education . . . . .	371	480	-3	151
Roads, Bridges, Works. . . . .	732	799	730	720
Municipal, Area, Development . . . . .	62	25	91	9
Vocational Training . . . . .	537	80	21	169
Others . . . . .	28	13	1	14
<b>TOTAL . . . . .</b>	<b>1,730</b>	<b>1,397</b>	<b>840</b>	<b>1,063</b>
<b>Capital Loan Requirements . . . . .</b>	<b>2,086</b>	<b>1,324</b>	<b>755</b>	<b>1,664</b>
<b>Loan Amortization Requirements . . . . .</b>	<b>126</b>	<b>348</b>	<b>439</b>	<b>573</b>

Source: Government of Yukon, Public Accounts.

In view of its own limited financial resources and strong reliance on federal payments and grants, the Government of the Yukon Territory is not in a position to repay principal and interest on borrowings for capital projects. Because of this, the Federal Government currently waives actual repayment by means of a "loan amortization grant" shown as the final item on Table 32.

Table 33 is designed to answer more clearly questions on the relative proportions of territorial revenues derived from Yukon and from Federal sources. In the Table, revenues derived from operating

and capital recoveries are totalled, and the operating deficit grant, capital loan requirement, and amortization grant are also shown as a single amount. The intention here is not to show by how much the Territorial Government is subsidized by the Federal Government, since analysis of this problem would require a detailed examination of each of the formulae under which "recovery" payments are currently made. However, the Table does show that the Territory is still relying quite strongly on federal support and that grants, and loans in addition to funds derived from shared-cost programs, are likely to be necessary for many years to come.

**TABLE 33**  
**Sources of Revenue - Yukon Territorial Government**

	1962-63	1963-64	1964-65	1965-66
	(\$000's)	(\$000's)	(\$000's)	(\$000's)
From Yukon Sources . . . . .	2,022	2,222	2,396	2,406
Recoveries from Federal Gov't. . . . .	3,491	3,405	3,100	3,556
Federal Loans & Grants Requirements . . . . .	2,912	2,516	2,708	4,094
<b>TOTALS<sup>(1)</sup> . . . . .</b>	<b>8,425</b>	<b>8,143</b>	<b>8,204</b>	<b>10,056</b>

(1) The amounts of Federal Loans and Grants were in excess of figures shown. See footnote p. 41.

Source: Government of the Yukon, Public Accounts.

The base from which the Yukon Territorial Government now derives revenues within the Yukon is relatively limited and there are many problems involved in expanding it appreciably. At the same time, the costs of functions such as education, health, welfare, and transportation in so large an area are high. A good public service, consisting of approximately 800 persons, has been developed to administer all phases of territorial activity. Both high costs, and the need for continued support from the federal treasury, arise mainly out of the underdeveloped character of the Yukon economy and it will be only with very substantial further development that the situation may be changed.

### THE TERRITORIAL ECONOMY IN PERSPECTIVE

This part of the study is concerned with variables such as output, employment, income, and prices. There are real limitations to the degree to which these variables can be examined for the Yukon because so little data exist. Such information as can serve as background material is often dated or has been assembled by *ad hoc* methods. It is hoped that the material presented in the following pages can provide an interim picture until a more complete study in depth of the structure and dynamics of the Yukon economy is undertaken.

#### Output

Output is a difficult economic concept to define and measure. For a number of reasons this condition is particularly true of the economy of the Yukon.

One reason is that a disproportionately large part of output of the Yukon is of a type which might be designated as "intangible" because it is difficult or impossible to measure in a quantitative sense. Government plays a larger than usual role in the economic

and social life of the Territory and while the diverse activities of the public sector are viewed as yielding "large net benefits" to residents of the Yukon, few would hazard a guess at their dollar value. Mining and oil and natural gas exploration, tourism, and transportation are other sources of output which might be difficult to state in quantitative terms.

Other problems arise out of the difficulty of evaluating income in kind, which plays a significant role among the Yukon's Indian population. The generally poor quality and scarcity of information on territorial productive processes also poses difficulties. Regarding the latter point, available information might permit making a "guesstimate" of the gross value of output, but a figure derived in this way would not mean very much.

In lieu of a total value of output figure, Table 34 presents, for the private sector of the Yukon economy, some gross data which are either known or which can be estimated with some degree of certainty. It is not intended that figures for individual industries should be added.

Even though Table 34 shows that the gross value of merchandise sales exceeds the gross value of mining output, mining is a much more important private source of income for the Yukon. It is mainly an indigenous activity in the sense that a fairly large proportion of the inputs that enter its production are native to the Yukon. This is not so in the case of merchandising. Virtually the only aspect of this activity which is indigenous is the retail stage. Production, and usually wholesaling, takes place elsewhere. Because of this, only a small proportion of the gross value of retail sales made within the Yukon would remain as territorial income.

Construction output is difficult to estimate and, probably, the figures in Table 34 are conservative. Certainly, if both public and private construction are considered, it is a far more significant activity than is indicated in the Table.

TABLE 34  
Gross Value of Output — Private Yukon Activities

	1962	1963	1964	1965
	(\$000's)	(\$000's)	(\$000's)	(\$000's)
Mining (known) . . . . .	16,758	14,367	15,211	13,400
Private Building Construction (estimated) . . . . .	3,000	1,400	1,100	
Merchandising (estimated gross sales) . . . . .	18,200	18,600	19,000	19,400
Agriculture (estimated) . . . . .	20	20	20	20
Forestry (known) . . . . .	711	545	661	600
Fishing (estimated) . . . . .	10	10	10	11
Fur production (known) . . . . .	125	88	171	173

Table 16 has already shown that, as a share of national output, mining, the Yukon's most important activity, is small with the exception of silver. While there are likely to be changes in this regard in the future, the Yukon does not contribute significantly to national output in any economic sector at the present time.

### The Labour Force and Employment

Government at all levels is the largest single employer in the Yukon. This is shown in Table 35 which is based on a National Employment Service estimate of the distribution of 1966 peak employment in the Yukon and adjacent parts of northern British Columbia such as the Cassiar and Atlin areas.

**TABLE 35**  
**Distribution of Peak Work Force by Major**  
**Trades — Yukon Territory**  
**May — October, 1966**

	Number	Per Cent
Executive, Managerial and Clerical. . . . .	1,008	18.0
Mining and Exploration . . . .	859	15.3
Transportation and Communication . . . . .	764	13.6
Service . . . . .	739	13.2
Construction and Maintenance . . . . .	543	9.7
Wholesale and Retail. . . . .	367	6.6
General Labouring . . . . .	350	6.2
Health and Education Services . . . . .	266	4.7
Heavy Equipment Operators and Maintenance. . . . .	247	4.4
Surveying . . . . .	178	3.2
Guiding, Hunting and Trapping. . . . .	105	1.9
All others . . . . .	178	3.2
Total . . . . .	5,604	100.0

Source: Unemployment Insurance Commission Estimates.

Unfortunately, much older data must be referred to if a more complete picture of the Yukon labour force is to be obtained. This is data which was gathered during the 1961 Census. Table 36 is based on the 1961 Census and shows the distribution of the experienced labour force of the Yukon by occupational category.

The managerial, professional, and clerical workers shown in Table 36 were employed largely by govern-

ment. Production process craftsmen would be employed mainly by the mining industry.

**TABLE 36**  
**Experienced Labour Force by Occupation —**  
**Yukon — 1961**

	Number	Per Cent
Managerial . . . . .	246	6.3
Professional . . . . .	254	6.5
Clerical . . . . .	263	6.7
Service and Recreation . . . .	700	17.9
Transportation and Communications . . . . .	485	12.4
Production Process Craftsmen . . . . .	781	20.0
Miners and Quarrymen . . . .	554	14.2
All others . . . . .	617	16.0
Total . . . . .	3,900	100.0

Source: Dominion Bureau of Statistics.

In ethnic composition, the labour force of the Yukon is over-whelmingly white. Data from the 1961 Census indicate that only some 6 to 7 per cent of the total labour force is of Indian stock. These people are listed mainly in employment categories such as "labourers, not otherwise specified," "service and recreational workers", and "fishermen, trappers, and hunters". Fewer than 50 out of a total of 416 Indians in the labour force were listed as "craftsmen, production process and related workers" and only seven were listed in the technical, managerial, and professional fields.

There is a marked seasonal variation in Yukon employment particularly in fields such as construction, road maintenance and tourism. Problems in securing and holding good personnel are created, in part, by the fact that the summer employment season is relatively short in comparison with adjacent provinces which compete with the Yukon in the labour market.

The Yukon labour force varies greatly in its ability to meet and withstand changes in the level of economic activity. Skilled tradesmen are usually sufficiently mobile to move in and out of the Territory quickly in response to variations in demand for their services. Because they are relatively scarce, employers will frequently pay the cost of their transportation to where they are needed. The poor whites and Indians who are virtually immobile and constitute the hard core of the territorial unemployed are poorly equipped to make the necessary adjustments.

## Income

The major companies active in the Yukon are not domiciled there and very little of their corporate profits are retained within its boundaries. As a result, this section will be concerned with personal income only.

Some data are available from the taxation statistics published by the Department of National Revenue to indicate the level of personal income in the Yukon.

**TABLE 37**  
**Average Taxable Personal Income — Yukon**

	Total Taxable Personal Income	Number of Taxable Returns	Taxable Income Per Taxable Returns
	\$000's	Number	\$
1960	21,248	4,795	4,431
1961	20,150	4,359	4,623
1962	20,769	4,414	4,705
1963	21,703	4,496	4,827
1964	21,599	4,289	5,036

Source: Department of National Revenue.

A note of caution is needed about the data in Table 37. The data refer to "taxable income" which is the residual amount remaining after various statutory deductions have been subtracted from a taxpayer's gross income. It does no more than indicate generally the relative level of gross income, and unfortunately, no other data on the latter are available.

A comparison of the Yukon's position with the provinces and the country as a whole shows that taxable income in the Yukon is somewhat higher than either the Canadian regional incomes or the national average.

**TABLE 38**  
**Regional Levels of Taxable Income — 1964**

	Taxable Income per Taxable Return	Relation to National Average
	\$	Per cent
Canada . . . . .	4,749	100.0
Atlantic Provinces . . . .	4,173	87.9
Quebec . . . . .	4,654	98.0
Ontario . . . . .	4,917	103.5
Prairie Provinces . . . . .	4,586	96.6
British Columbia . . . . .	4,963	104.5
Northwest Territories . .	5,041	106.1
Yukon . . . . .	5,036	106.0

Source: Department of National Revenue.

Compared with other parts of Canada, the Yukon has a somewhat smaller proportion of taxpayers earning taxable incomes of less than \$5,000. The reverse pattern is evident for the middle income group having a taxable income of \$6,000 to \$9,000. There tends to be a larger proportion of people in this category than is typical of all of Canada. The proportion of territorial taxpayers in the high income group is less than for the provinces which reflects the relative absence of highly paid corporate executives, large stockholders, and the professionally self-employed in the Yukon.

## Prices

Very little study has been given to price differences between the Yukon and southern Canada. Such data as have been compiled in the past, have indicated that the general Yukon price level is higher and that there are also differences between the Territory and southern Canada in the structures of relative prices.

As a generalization, it can be said that higher transportation costs give rise to much of the differential between prices in the Yukon and in the south. However, transportation is not the only factor operative in determining the level of the Yukon prices. The degree to which territorial merchants are faced with outside competition is also a determinant. For example, the prices of many lines of dry goods and appliances sold in Whitehorse are on a par with Edmonton prices. Apparently, this is the result of the existence in Whitehorse of mail order houses which absorb freight charges for the delivery of goods within specified regions.

This whole area of higher prices is one which requires a considerable amount of further study.

**Average Income of Taxable Returns  
Individual Income Tax  
1957 - 1964**

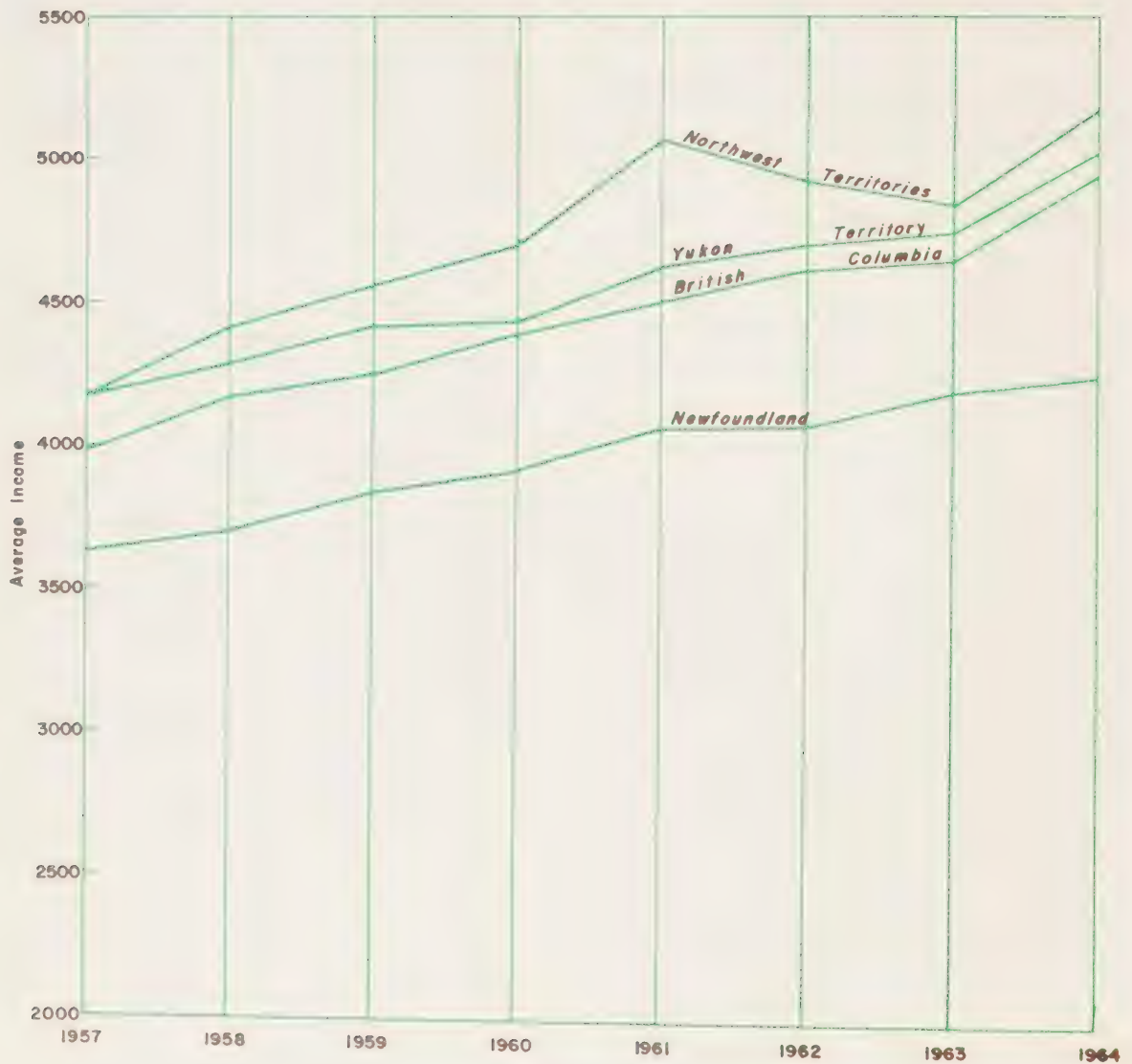


Figure 14

Source: Taxation Statistics Dept. of National Revenue

AVERAGE INDIVIDUAL INCOME TAX PAYABLE  
PER TAXABLE RETURN  
1957-1964

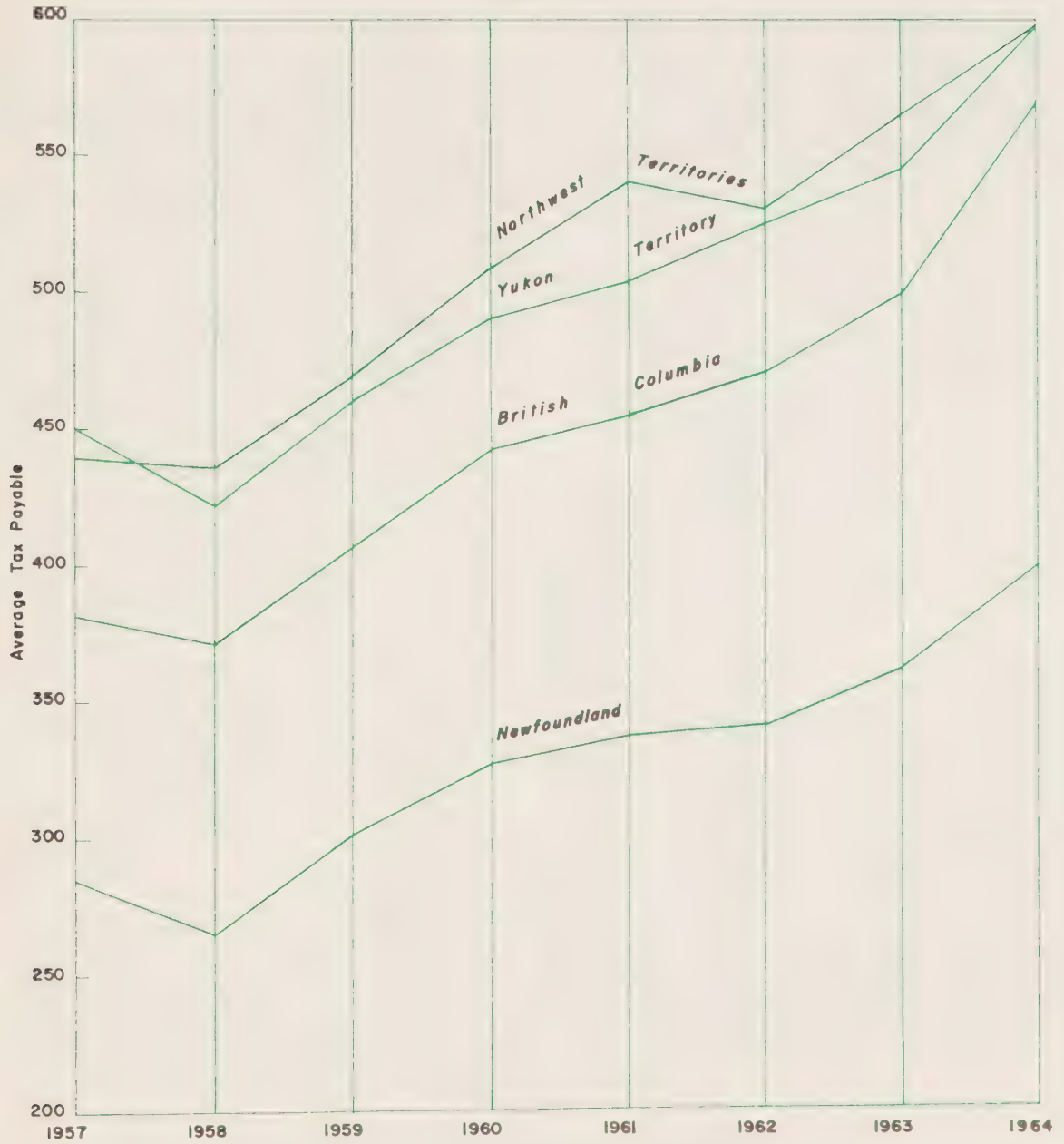
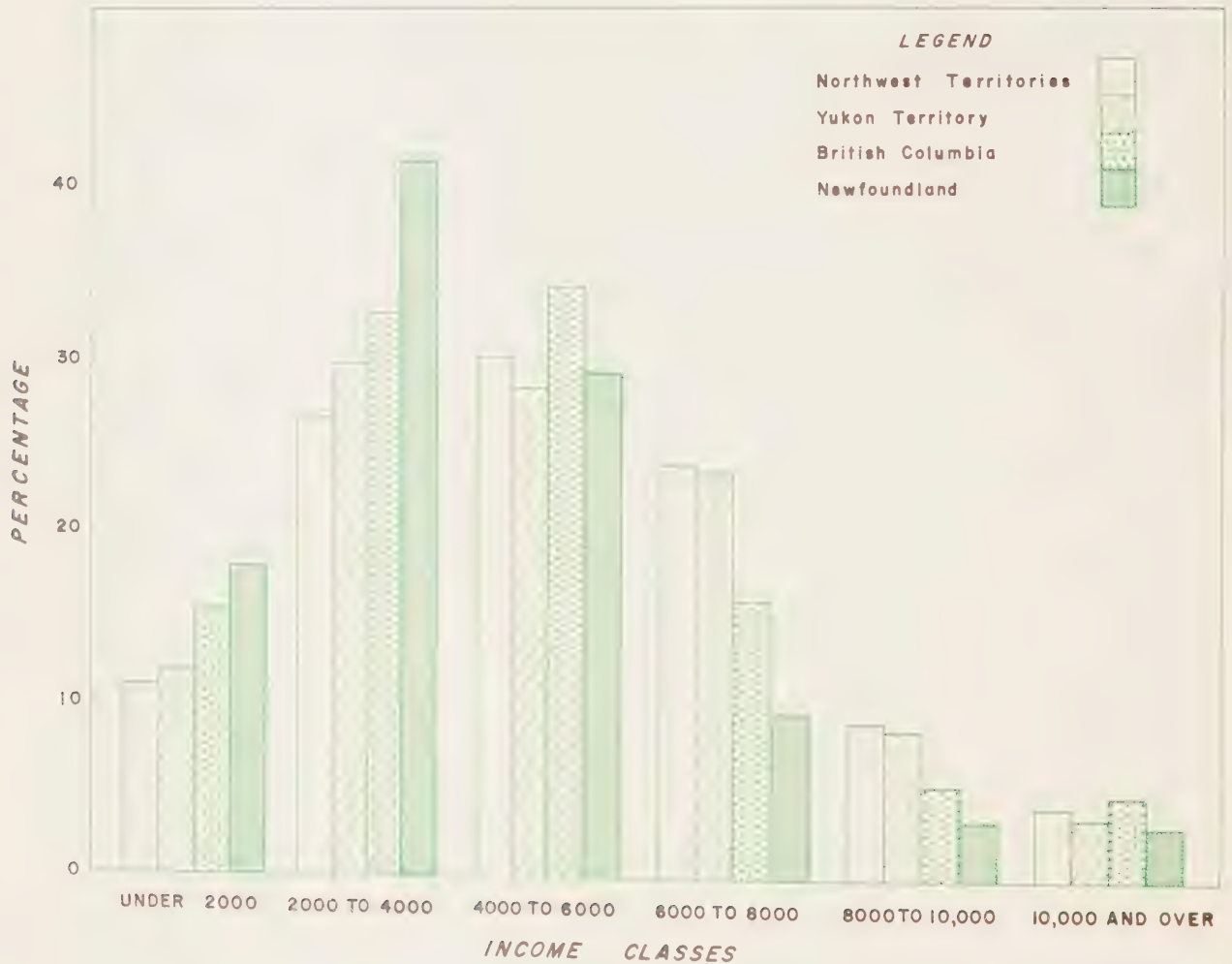


Figure 15

Source: Taxation Statistics Dept. of National Revenue

# PERCENTAGE DISTRIBUTION OF NUMBER OF TAXABLE RETURNS BY INCOME CLASSES - 1964



Source: Taxation Statistics Dept. of National Revenue

## PART III – POLITICAL DEVELOPMENT

### CONSTITUTIONAL DEVELOPMENT

The Yukon Territory, as it is today, was originally part of the Hudson's Bay Company lands, known as Ruperts Land and the North-Western Territory, which were transferred from British to Canadian jurisdiction in 1870. Consequently, from the time of the transfer until the discovery of gold in the Klondike in 1896, the history of political institutions in the Yukon was the same as the North-West Territories.

The discovery of gold in the Klondike in 1896 marks the turning point in the history of government in the Yukon. The rapid expansion of population on the prairies had little effect on the remote northwest corner of the North-West Territories. Apart from the indigenous Indian population following their traditional hunting and trapping way of life, as described in Part I, the region had been penetrated by only a handful of white traders and prospectors.

With the discovery of gold on Bonanza Creek in 1896 and the huge influx of people that ensued, existing government was inadequate, and in 1897 the Yukon was made a Judicial District. A Chief Executive Officer, Major James Morrow Walsh, and the first Gold Commissioner, Thomas Fawcett, arrived in the region in the same year, and the mining recorders office, which had been established at Fortymile, was transferred to Dawson City. By 1898 the population had reached such proportions that a more elaborate form of government became necessary and on June 13th, the Judicial District was made a separate Territory by Act of the Parliament of Canada.

Under the terms of the Yukon Territory Act, the government of the Territory was to consist of a Commissioner and a Council of not more than six members, appointed by the Governor-in-Council, to aid the Commissioner in the administration of the Territory. The Council was to include the judges of the Territorial Court of whom there was to be one or more appointed by the Governor-in-Council. The Commissioner-in-Council was given similar legislative powers to those held by the Lieutenant-Governor and the Legislative Assembly of the North-West Territories. In 1899, the Act was amended to increase the total membership of the Council to eight by the addition of two elected members who were to hold office for two years. In 1902, provision was made for three more elected members bringing the membership up to a total of 11. A fully elected Council of 10 members was introduced in 1908.

In the amendment of 1908, the life of the Council was set at three years but the Commissioner was

empowered to dissolve the Council at any time prior to the expiry of the three-year term. Like a provincial Lieutenant-Governor, the Commissioner could approve or disapprove of bills passed by the Council or reserve them for the assent of the Governor-in-Council, and the Commissioner-in-Council was specifically defined for the first time as the Commissioner acting "by and with the advice and consent of the Council".

By 1910, the Klondike Gold Rush was past its peak. The alluvial gold deposits of the region, previously accessible to the individual miners with limited capital, were increasingly difficult to find. Population decline was hastened by the First World War and in 1918 the Governor-in-Council was given authority, by an amendment to the Yukon Act, to abolish the elected Council of 10 members and to substitute an appointed Council of two or more members. There were second thoughts about the exercise of these powers, however, particularly those which dealt with the abolition of the elected Council, and in 1919 the Yukon Act was amended again to reduce the total number of members on the Council from 10 to three but the principle of election was retained.

This remained the form of government in the Territory until 1951 when increased population and prosperity stemming from the construction of the Alaska Highway and the Canol Pipeline during the Second World War, made it necessary to increase the size of the Council to five elected members. In 1960, the Council was again increased in size, this time to seven elected members, and provision was made for an Advisory Committee on Finance along the lines of the old Advisory Council established in the North-West Territories in 1888. This Committee was to be appointed by the Commissioner on the recommendation of the Council and the Commissioner was obliged to consult the Committee in the preparation of Territorial Estimates. The amendment of 1960 also removed the restriction on the Commissioner's participation at Council meetings, and for the first time in over half a century, he was able to sit with the Council during its deliberations.

### PRESENT GOVERNMENT

The basic legislation is the Yukon Act, a statute of the Canadian Parliament. It provides for a Commissioner to administer the government of the Territory under instructions issued from time to time by the Governor-in-Council or the Minister of Indian

Affairs and Northern Development. The capital of the Territory and the seat of Government is Whitehorse. Since 1902 the Territory has been represented by a member in the House of Commons at Ottawa. For a short interval commencing in 1947 the Federal riding included the Mackenzie District, N.W.T., as well as the Yukon Territory but the Yukon again became a separate constituency in the election of 1953.

### **The Commissioner and the Council**

The Legislative Council of the Yukon consists of seven members elected from constituencies throughout the Territory. These are Whitehorse North, Whitehorse West, Whitehorse East, Watson Lake, Carmacks-Kluane, Mayo and Dawson. The members are elected for a three-year term of office unless the Council is previously dissolved by the Governor-in-Council. If otherwise qualified, candidates may stand for election in any constituency regardless of where they reside. The Council is presided over by one of its own members who is chosen as Speaker at the beginning of each three-year term.

Between 1908 and 1960, the Yukon Act did not permit the Commissioner to sit with the Council and the Speaker came to play an important role as Council leader. The present Yukon Act makes no specific provision for a Speaker but he is recognized as a part of the Council in the section of the Act which deals with the Council quorum. Since 1960 there has been a somewhat closer working relationship between the executive and the legislative sides of government now that the Commissioner can sit with the Council, but it has also created a form of double leadership for the Council in marked contrast with the Northwest Territories where the Commissioner performs the duties of Speaker of the Council.

The first Advisory Committee on Finance was chosen by the Council in 1961 following the amendment to the Yukon Act which made provision for it. As its name implies, this Committee has no executive responsibilities. Although its effectiveness as an executive instrument has been limited by the adoption of the principle by the Council that its membership should rotate annually to enable all members of the Council to obtain experience, it has broken new ground by establishing a closer working relationship between the members of the Council and the Commissioner.

Under the Yukon Act, the legislative powers of the Commissioner-in-Council are roughly analogous to those of a provincial Legislative Assembly. These include power to raise revenue by direct taxation, establish territorial offices and municipal institutions, provide for the election of members of the Council, establish standards of licensing for any business or occupation, the incorporation of companies, mar-

riage, property and civil rights, the administration of justice, game, education, control of intoxicants, hospitals, agriculture, power to make expenditures from the Yukon Consolidated Revenue Fund and other local and private matters as well as the imposition of fines, penalties and imprisonment. There is also authority for the Governor-in-Council to assign additional legislative powers to the Commissioner-in-Council, from time to time, provided such powers do not exceed those of a province under the British North America Act. The Governor-in-Council may disallow territorial legislation at any time within two years after its passage.

There are two major differences between the Government of the Yukon Territory and those of the provinces. One is administrative, and the other is legislative. The legislative powers of the Council are derived from the Parliament of Canada, and unlike the powers of the provincial legislatures, which are defined in the British North America Act, they may be changed from time to time as Parliament sees fit. Legislative jurisdiction over the resources of the Territory is an example. These remain the property of the Crown in right of Canada. Except in matters relating to game, only Parliament is competent to legislate. The administrative differences between the Yukon and the provinces are more complex. In the provinces, the Lieutenant-Governor is advised by an executive composed of members who must be drawn from the provincial legislature. The executive is responsible to the legislature for the administration of provincial legislation and it must have the confidence and support of a majority in the legislature in order to retain office. The Commissioner of the Yukon, who is the senior federal officer in the Territory, performs a dual function. He has a role to perform in relation to the legislative powers of the Territorial Government which in some respects is similar to that of the Lieutenant-Governor of a province. In relation to executive functions, his role is somewhat similar to that exercised by a provincial premier and cabinet. The Commissioner is responsible for the administration of the government of the Territory under instructions from time to time given him by the Governor-in-Council or the Minister of Indian Affairs and Northern Development.

### **Administration—The Federal Role**

The Territory does not have responsible government in the traditional meaning of the term and this has a bearing on the way territorial legislation is administered. Most of the ordinances are administered by the Public Service of the Yukon Territory which is appointed pursuant to territorial legislation and is separate and distinct from the Federal Public Service, but some ordinances are administered by

agencies of the Federal Government. Examples of the latter are the administration of the Public Health Ordinance and Regulations (by the Department of National Health and Welfare); and, the Mining Safety Ordinance, the Forest Protection Ordinance and the Blasting Ordinance (by the Department of Indian Affairs and Northern Development). The Federal Government also performs certain additional administrative functions in the Territory which in the provinces would be carried out by the provincial governments. The Minister of Justice of Canada is Attorney-General of the Territory and responsibility for the administration of justice, including the appointment of magistrates, justices of the peace, Crown Attorneys and court officials, remains in the hands of the Federal Government. The financial records of the Territory are subject to audit and review by the federal Comptroller of the Treasury and the Auditor General of Canada.

Federal officials also play a major role in the resources field, but in these matters the Federal Government is administering its own legislation. The registration of land titles is in the hands of employees of the Department of Indian Affairs and Northern Development. Land surveys throughout the Territory must have the approval of the Surveyor-General of Canada before registration in the Land Titles Office. Fisheries are managed and controlled by the Federal Department of Fisheries, and forests, mining and Crown lands are the responsibility of the Department of Indian Affairs and Northern Development. In some cases the administration of these federal functions is under the control of the Commissioner in his capacity as senior officer of the Department of Indian Affairs and Northern Development in the Territory, but in others the line of authority rests with the senior field representative of the Department concerned. The difference depends on whether the responsibilities fall within the ambit of the Northern Administration Branch or whether they are the responsibility of some other Branch or Department of the Federal Government. The Superintendent of Lands and his staff, the Superintendent of Forestry, who is in charge of the Yukon Forest Service, and the administration of mining under the Supervising Mining Recorder are the responsibility of the Resource and Economic Development Group of the Department. The administration of Indian Affairs, although now part of the Department of Indian Affairs and Northern Development, has no direct organizational connection with the Commissioner and deals with the Department through its own independent channels.

Agencies of the Federal Government which have been assigned responsibility for territorial legislation are also autonomous in varying degrees. The Northern

Health Service has no direct administrative link with the Commissioner and is responsible through its own channels to the Department of National Health and Welfare in Ottawa for the way in which it administers the Public Health Ordinance. Where territorial legislation is administered by officers of the Department of Indian Affairs and Northern Development already answerable administratively through the Commissioner, the lines of communication and responsibility are clear cut. In the case of the Mining Safety Ordinance and the Blasting Ordinance, which are administered by the Mining Inspector, the lines of responsibility diverge but remain within the same departmental framework.

### Administration – Territorial Responsibilities

The Public Service of the Yukon Territory and the legislation for which it is responsible, follows conventional organizational lines. The Public Service consists of 8 major departments. Several departments perform a variety of functions and are responsible for the administration of more than one ordinance. For example the Department of the Territorial Secretary is responsible for a wide variety of functions, including Tax Assessment, Labour, Workmen's Compensation, Vital Statistics, Motor Vehicles, the functions of the Queen's Printer for the Yukon, as well as all matters relating to the operation of the Territorial Council. In several cases, the territorial departments administer agreements with Canada in the same way as their provincial counterparts. Examples of this are to be found in such matters as the Canada Assistance Plan Agreement administered by the Department of Social Welfare, the Hospital Insurance Agreement administered by the Department of the Territorial Treasurer, and the Manpower Training plan presently coming into effect under the joint auspices of the Federal Government and the Territorial Department of Education.

The territorial department heads are individually responsible for the administration of their departments to the Commissioner. In practice, however, the territorial service is divided for purposes of functional direction between two assistants. Internally, therefore, there is a kind of executive committee consisting of the Commissioner and his two assistants which draws upon department heads to supplement its membership from time to time as circumstances warrant. This makes the executive structure of the Territorial Government highly pragmatic and has the advantage of giving it a wide degree of flexibility in bringing to bear a variety of skills and professional qualifications throughout the service.

Although there are many instances of the Federal Government performing functions in the Territory which would be provincial matters elsewhere, there are also instances of the Territorial Government performing services on behalf of the Federal Government. The Engineering Services Agreement is the best example. Under this Agreement, all engineering responsibilities of the Northern Administration Branch of the Department of Indian Affairs and Northern Development have been carried out by the Territorial Engineering Department. This includes building construction and maintenance on behalf of the Yukon Forest Service as well as road reconstruction and maintenance. New road construction is generally handled by the federal Department of Public Works until completion when the roads are then turned over to the territorial Engineering Department to maintain on behalf of the Department of Indian Affairs and Northern Development. By special arrangement, the territorial Engineering Department also provides certain engineering services to the National and Historic Parks Branch and the Resource and Economic Development Group of the Department of Indian Affairs and Northern Development. Similar examples may also be found in the field of Indian education where a variety of professional functions are performed by the territorial Department of Education under agreement with the Indian Affairs Branch of the Department of Indian Affairs and Northern Development.

## SOCIAL PROGRAMS

Legal responsibility for hospitals was transferred to the Territorial Government in the new Yukon Act of 1953. In 1954 the Federal Government established a Northern Health Services Division in the Department of National Health and Welfare to carry out all responsibilities of the Federal and Territorial Governments in the field of health. The Department of National Health and Welfare constructed a new 120 bed hospital in Whitehorse in 1959 which it has continued to operate up to the present time. There are also five nursing stations operated by the Department throughout the Territory as part of its responsibilities. The only exceptions to a completely integrated health and hospital administration are the operation of hospitals at Mayo and Dawson City by the Territorial Government and the Yukon Hospital Insurance Service which is administered in its entirety by the Territorial Government.

In the field of welfare, the territorial Department of Social Welfare provides all services to non-Indians and, by special arrangement with the Indian Affairs

Branch, it handles family and child welfare services for Indians as well. This Department administers a fifteen-bed nursing home in Dawson City, Senior Citizens Homes at Dawson City and Whitehorse and District offices at Dawson City and Watson Lake. In addition to the two major programs of public assistance and family and child welfare services, the Department of Social Welfare has operated a probation service since 1964.

Public housing programs in the Yukon Territory are administered by the Central Mortgage and Housing Corporation, the Territorial Department of Administration Services and the Indian Affairs Branch. Central Mortgage and Housing Corporation provides National Housing Act first mortgages on the same basis as elsewhere in Canada. The Territorial Government provides second mortgages up to a maximum of \$2,000 to supplement the Central Mortgage and Housing Corporation first mortgage program. The Territorial Government also administers a low-cost housing program for residents who are able to finance minimum standard dwellings but who do not have access to municipal water and sewer services. The Indian Affairs Branch has available a housing scheme to enable people of Indian status to build dwellings in established Indian communities.

All these programs have had a marked effect on housing standards in the Territory. Under the Central Mortgage and Housing Corporation program, 104 units have been built since 1961 with first and second mortgage loans totalling \$240,100. Since its inception in 1963 some 25 first mortgages have been approved under the low-cost housing scheme with a total value of \$140,000. The number of dwellings constructed under the Indian Affairs program jumped from 14 in 1964-65 with a total expenditure of \$32,461 to 26 and a total expenditure of \$78,203 in 1965-66.

Apart from the educational institutions still under the administration of the Indian Affairs Branch, all school facilities in the Territory are owned and operated by the Territorial Government. There are no school districts in the Yukon. The Vocational and Technical Training Centre at Whitehorse and all other school facilities are operated by the territorial Department of Education.

Until 1948, the Territorial Government assumed no responsibility for the education of Indian children which devolved upon the Roman Catholic and Anglican Churches and the Baptist Missionary Society. In recent years the trend has been for Indian children to attend territorial schools. The Indian Affairs Branch continues to operate residential schools for Indian children from the Yukon at

Carcross and at Lower Post in British Columbia. There are also two residences for Indian school children at Whitehorse. One is operated by the Indian Affairs Branch and the other is operated on behalf of that Branch by the Roman Catholic Episcopal Corporation.

An indication of the growth of the Yukon school system may be seen in the number of teachers and the enrolment in 1934-35 when there were only five schools, 10 teachers and 177 pupils, and 1966-67 in which there were 22 territorial schools in operation, 149 full-time teachers, 12 part-time teachers and 3,078 pupils. This includes Roman Catholic schools which are administered by the Territorial Government. There has been a Roman Catholic elementary school since 1946 and Roman Catholic high school since 1960, both at Whitehorse. Today separate schools are an integrated part of the territorial school system and consist of these two schools in Whitehorse and a school constructed at Watson Lake in 1963-64. The progress of the Yukon school system may be seen in the following statistics:

TABLE 39

Year	No. of British Columbia Departmental Papers Written	No. Passed	Percentage
1955	114	69	61
1956	121	76	63
1957	155	131	85
1958	170	149	88
1959	142	107	75
1960	120	92	77
1961	206	159	77
1962	172	134	77
1963	277	212	77
1964	339	252	74
1965	294	241	82

In 1955, there were five university program graduates and only one general program graduate. By 1960, these figures had increased to 6 and 10 respectively and by 1965, they had reached 20 in the university program and 9 in the general program. In 1965-66, there were 61 students registered in grade 12 classes of which some are only part-time. Approximately 30 students who have graduated from Yukon schools and are still classified as Yukon residents, have been attending universities in the Provinces. In addition, there were 11 students enrolled in grade 13 in 1965-66.

TABLE 40

Yukon Schools according to Category and Including Number of Teachers and Pupils

Type of School	Number	No. of Full-Time Teachers	No. of Pupils
Territorial Public . . . .	19	125	2,168
Territorial Separate . . .	3	24	548
Indian Residential* . . .	1	5	103
Quasi-Private** . . . . .	1	1	12

\* In addition to the Carcross Indian Residential School, which is operated by the Anglican Church of Canada, there is an Indian Residential School at Lower Post operated by the Roman Catholic Church. This school which has 6 teachers and 148 pupils and teaches grades 1 to 6 inclusive, draws its pupils mainly from the Yukon.

\*\*St. Mary's School, Dawson City.

Source: Yukon Territorial Department of Education.

TABLE 41

Number of Indian Status and Non-Indian Status Pupils in Territorial Public and Separate Schools \* 1957 - 1966

Year	Indian	Non-Indian	Total
1965-66	475	2,669	3,144
1964-65	430	2,593	3,023
1963-64	339	2,808	3,147
1962-63	310	2,660	2,970
1961-62	230	2,539	2,769
1960-61	221	2,238	2,459
1959-60	172	1,970	2,142
1958-59	83	1,794	1,877
1957-58	79	1,675	1,754

\*Including St. Mary's School.

Source: Yukon Territorial Department of Education.

## The Judiciary

The Yukon Act of 1898, which established the Yukon Judicial District as a separate Territory, also constituted a Territorial Court consisting of one or more judges to act as a superior court of record for the Territory. While in the Territory, the Commissioner, each member of the Council and every commissioned officer of the North-West Mounted Police were ex-officio Justices of the Peace for the enforcement of all laws in force in the Territory, whether civil or criminal. The Governor-in-Council was given authority to appoint additional Justices of the Peace as well as officers of the Territorial

Court and any other officials considered necessary for the administration of justice. In the amendment of 1899, the Supreme Court of British Columbia was made a Court of Appeal for the Territory but provision was also made for appeals directly from the Territorial Court to the Supreme Court of Canada.

Police magistrates were appointed in 1901, one for Whitehorse and one for Dawson City with normal criminal jurisdiction and limited authority to deal with civil litigation when permitted by the Governor-in-Council. The Commissioner-in-Council was given full power to make rules or permit the exercise of civil jurisdiction by magistrates. In 1903, the Commissioner-in-Council was also given authority to make ordinances respecting the summoning of juries for the trial of both civil and criminal cases.

The judicial system developed in these early years has remained basically the same up to the present day. The Territorial Court which is a superior court of record consists of a single judge. There is a police magistrate with criminal and a limited civil jurisdiction and a total of 28 Justices of the Peace appointed by the Governor-in-Council at 13 locations throughout the Territory. In 1960, the Judge of the Territorial Court of the Northwest Territories was made an ex-officio judge of the Yukon. The Governor-in-Council was given authority to appoint a deputy judge of the Territorial Court and the Court was empowered to sit in the Northwest Territories for the purpose of hearing civil cases not involving a jury. A special Court of Appeal for the Yukon was also established in 1960 consisting of the Chief Justice of British Columbia, the Justices of Appeal of British Columbia and the Judge of the Territorial Court of the Northwest Territories with all the powers and jurisdiction possessed by the Court of Appeal for British Columbia. The Chief Justice of the Court of Appeal is the Chief Justice of British Columbia.

## DEVELOPMENT OF LOCAL GOVERNMENT

The first white settlement of the region began in 1848 with the establishment of Fort Selkirk by the Hudson's Bay Company. Following its destruction in 1852, there was little further activity until the 1870's and 1880's when individual prospectors began to search the Yukon River and its tributaries for gold. Traders working on their own and under commission for the Alaska Commercial Company, penetrated the Yukon River watershed during the same period. Fort Reliance was established in 1873 and other centres, such as Sixtymile (later called Ogilvie), Fortymile and Circle City

(in Alaska) were established to serve the goldseekers. By 1895, there were 1,000 men in the vicinity of Fortymile and, in keeping with the general opinion that the community was in United States territory, it was governed by the traditional American system of Miners Meetings. Surveys carried out by William Ogilvie made it clear by 1895, however, that the Alaska border lay to the west of Fortymile and when Inspector Constantine of the North-West Mounted Police arrived in that year, the Miners Meeting was abolished as a form of local government.

Settlement began at Dawson City, which had been named after George M. Dawson, an early surveyor in the region, as a direct result of the discovery of gold on Bonanza Creek in 1896. At its peak, it was a community of approximately 30,000 people and was incorporated in 1902 with a mayor and council. Grand Forks at the Junction of Eldorado and Bonanza Creeks was also incorporated under the name of Bonanza but it was governed by an overseer rather than a mayor and council. During the Klondike gold rush other small communities sprang up along the Yukon River and on the shores of the lakes leading to the head of navigation. Settlements, little better than encampments, were scattered throughout the whole north-west by the winter of 1897-98.

The introduction of paddle steamers and the completion of the White Pass and Yukon Railway in 1900, made Whitehorse the main point of transfer from rail to water transportation and it gradually developed into a permanent community. Whitehorse was also the southern terminus of the overland trail to Dawson City and the waggon road to Silver City on Kluane Lake, both of which gave rise to road-houses and small communities. Silver City, Destruction Bay and Burwash Landing all had their beginning in the silver rush to the Kluane Lake area in 1904.

The present townsite of Mayo, like Dawson City, was originally the site of a small Indian camp. In the very early days, a sawmill was established there and a hotel and trading post appeared to supply the gold miners in the Duncan Creek area. The rush of gold miners to Haggart and Hyatt Creeks resulted in the construction of a waggon road from Mayo and for many years the settlement of Minto Bridge was the largest settlement in the area. In 1920-21, silver-lead deposits were discovered on Keno Hill, and Mayo became the main supply post and transshipment point for the ore from this mine.

The construction of the Alaska Highway during World War II gave rise to a number of new communities and brought new life to a number of old

settlements, some of which had little more than a name. Places like Watson Lake and Haines Junction which began as maintenance camps or communication centres have since become service centres for the mining, big game hunting and tourist industries with a distinctive community life of their own. Others like Champagne have changed very little with the coming of the highway, retaining, instead, their distinctive Indian character.

The growth and decline of settlements in the Territory has corresponded with the rise and fall of mining development and changes in the pattern of transportation. Over the years the population has been largely transient in character and municipal institutions have been slow in developing. In 1948 Dawson City was the only municipally-organized area in the Territory and since 1919 it had been governed by the Commissioner rather than a municipal council. The City of Dawson now has a mayor and a Council of four aldermen. In 1949, a new Municipal Ordinance was passed to provide for the establishment of incorporated municipalities at Whitehorse and Mayo, as well as Dawson City, but when it was proclaimed on June 1, 1950, no action was taken with respect to Mayo. Both the incorporated municipalities of Dawson City and Whitehorse were to be governed by a mayor and an elected council with responsibility for streets, sewers, waterworks, fire protection and business licences. In 1952, Whitehorse replaced Dawson City as the capital of the Territory.

In 1957, an Area Development Ordinance was passed by the Commissioner-in-Council giving the Commissioner authority to issue regulations for the orderly development of settled areas in the Territory. Since that time, virtually all communities of any size have been made Development Areas under the Ordinance. These include the highway subdivisions in Metropolitan Whitehorse, such as Porter Creek and Crestview, as well as the outlying communities of Mayo, Watson Lake, Teslin and Haines Junction. In 1965, provision was made for the incorporation of Local Improvement Districts in which ratepayers would be able to exercise greater authority over the expenditure of tax revenues. Up to the present time only Watson Lake has taken advantage of this legislation but negotiations are underway with the residents of Mayo, Porter Creek and Haines Junction to make the change.

Greater Whitehorse, with a population of about 8,000 people, is by far the largest community in the Territory. The incorporated municipality consists of just over half the residents of the area and is governed by a mayor and four aldermen. With the assistance of town planning specialists from the Central Mortgage and Housing Corporation,

a Metropolitan Plan was prepared for Whitehorse in 1963 to control land use throughout the metropolitan area. The formal implementation of the plan in 1966 by the City of Whitehorse and the Territorial Government (for that portion of the metropolitan area lying outside the municipal boundaries), means that there is now a uniform system of zoning throughout the whole community.

The cost of municipal services in all unincorporated settlements is borne by the Territorial Government which levies a tax on real property and improvements throughout the Territory except in Whitehorse and Dawson City where the municipalities raise their own taxes. The Territorial Government also levies a tax on real property and improvements for school purposes. The two municipalities of Dawson City and Whitehorse collect this tax on the Territory's behalf. In addition to taxes on real property, the municipalities also derive substantial financial assistance from the Territorial Government in the form of grants, paid under the terms of the Federal-Territorial Agreement for the construction and maintenance of roads and the construction of sidewalks, as well as a general operating grant based on the assessed value of taxable real property and the assessed value of Federal land and improvements. In addition, there is a special conditional grant paid to Dawson City to enable it to meet the unusual expense of operating services which at one time were designed for a community of 25,000 people.

## FINANCES

Until 1948, the Government of the Yukon Territory received financial assistance from the Federal Government in the form of annual payments in varying and unpredictable amounts. No principle was followed in establishing the amount of the grants other than the apparent need of the Territory at the time. A grant in aid of the Territorial Government was made annually in amounts varying from \$45,000 to \$120,000 until 1943-44. In addition, specific grants were made from time to time to assist the Territory in meeting the cost of roads and other services. In pre-war years, expenditures of the Territorial Government averaged about \$225,000 a year for all purposes, and revenues were adequate for this level of expenditure taking into account the grant from the Federal Government. Expenditures on social services and public health, the largest single items, ran between \$70,000 and \$80,000 a year. Outlays on roads, bridges and public works were from \$50,000 to \$60,000 a year, and on schools around \$40,000 a year. On the revenue side, in the immediate pre-war period, the federal

grant produced around \$70,000 a year, liquor profits varied between \$80,000 and \$90,000 a year, and the balance of revenue came from licences and taxes on fur and game, a poll tax, succession duties, and miscellaneous business and other fees.

During the Second World War, expenditures almost doubled. Liquor profits rose from their pre-war level to \$264,000 in 1942-43, \$290,000 in 1943-44, \$270,000 in 1944-45 and \$348,000 in 1945-46. Starting in 1944-45, a Post-War Works Account was established in which the sum of \$250,000 was set aside to meet future expenditures. New taxes were also adopted during the war. In 1940, a gasoline tax of three cents per gallon was introduced, and a tax on personal income was levied by the Territorial Government. The Territorial Income Tax was retained for only one year, however, and was dropped in 1941 at the same time as similar taxes were suspended in the provinces.

In the immediate post-war years, expenditures continued to increase sharply. They rose from about \$300,000 in 1944-45 to over \$700,000 in 1947-48 with the largest increases occurring for roads and bridges (from \$57,000 to \$210,000), health and public welfare (from \$94,000 to \$117,000), and education (from \$60,000 to \$105,000). Part of this increase was met in 1946-47 and in 1947-48 by transfers from the Post-War Works Account. Transfers of liquor profits, which had remained around \$100,000 during most of the war, were raised to \$320,000 in 1945-46, \$362,700 in 1946-47 and \$250,000 in 1947-48. These revenues were no longer sufficient to meet increasing territorial expenditures, however, and the Commissioner was forced to apply to the Federal Government for assistance. The last payment from the Federal Government had been a grant of \$60,000 in 1943-44 but buoyant liquor profits between 1943-44 and 1947-48 were more than sufficient to meet all expenses. In 1947-48, a sum of \$170,000 was granted by the Federal Government as an interim measure pending the adoption of a better system of meeting the Territory's financial requirements.

Following discussions between the two levels of government, an agreement was entered into for the four-year period April 1, 1948 to March 31, 1952, in a form similar to that of the Dominion-Provincial Tax Rental Agreements. Although patterned after the Federal-Provincial Agreements, this and subsequent Federal-Territorial Agreements have been basically different in that federal payments have been based on the anticipated operating deficits of the Territory. There has been no relationship between the amount of the federal grants and the amounts of personal and corporation income taxes and succession duties raised in the Territory.

The Federal-Territorial Financial Agreement of 1948-52 provided for a guaranteed minimum annual payment to the Territorial Government of \$89,365 subject to upward adjustment for increased population and gross national product. In return for these payments the Territorial Government was required to refrain from imposing personal income taxes, taxes on corporations and succession duties. In addition, the Territorial Government undertook to increase its gasoline tax from three cents to six cents per gallon, to levy an amusement tax of at least five per cent, and to levy real property and business taxes comparable to those levied in British Columbia. It was also to maintain its profit margins on liquor sales at least as high as those of the Province. A limitation was placed on the use of liquor profits. Any amount of annual profit in excess of \$185,000 was to be placed in a fund to be known as the Yukon Development Fund and used solely for the purpose of providing roads, bridges and other public works to assist in the development of natural resources. Ancillary to the main agreement was an undertaking by the Territory to levy a five percent tax on corporation income to be collected by the Federal Government but this was turned back to the Territorial Government.

In 1952 Federal-Territorial financial relations and the allocation of responsibilities between the two levels of government were once again reviewed by a Federal Inter-Departmental Committee. In addition to recommending that the Territory levy taxes against real property for school purposes and that the Federal Government make payments to the Territory for the cost of educating children living in Crown-owned tax-exempt premises, the Committee also proposed that existing Federal-Provincial programs, such as hospital construction grants, apply to the Territory. No changes were suggested in the allocation of tax powers between the two levels of government because these were considered generally commensurate with the distribution of administrative responsibility but it was recommended that the Yukon Act be amended to give the Commissioner-in-Council legislative power in matters concerning hospitals and the construction and maintenance of roads. It also suggested that the amusement tax be levied at a rate of not less than 10 percent of the price of admission and that a portion of the cost of education be paid by direct taxes specifically earmarked for education purposes.

Following the Committee's review, a formal agreement was entered into between the Commissioner and the Federal Government for the period April 1, 1952 to March 31, 1957. The agreement was renewed on April 1, 1957, with only minor changes. Unforeseen capital expenditures which could

not be financed from reserves were to be met by loans from the Federal Government and the grant to offset the anticipated operating deficit was increased to \$458,400 per annum subject to the usual allowance for variations in price and wage levels. Some changes were made in the formula used to calculate assistance to municipalities and the proportion of road maintenance costs to be borne by the Territory. The amusement tax was to be raised to ten per cent, and public health services were to be managed in their entirety by the Federal Government with the Territory meeting a portion of the cost.

Federal-Territorial financial relations and the allocation of responsibilities were reviewed once more in 1962 and a new financial agreement entered into between the Commissioner and the Federal Government for the period 1962-67. Although basically the same as the previous agreement, all territorial revenues and federal grants were applied against operating expenditures while all capital expenditures were to be financed by federal loans. There were significant changes in the scope of services. Provision was made for the cost of operating the Yukon Hospital Insurance Service which had come into existence during the lifetime of the old agreement. A special formula was adopted for the extension and operation of water and sewer services in communities throughout the Territory and the Territory was required under the new agreement to reimburse the Federal Government for police and court services.

It was recommended that the motor vehicle fuel tax be increased to a maximum of nine cents per gallon and that a number of exemptions be eliminated. The school tax of 10 mills on the assessed value of taxable property was to be increased to 20 mills over the lifetime of the agreement and additional territorial financial assistance was to be made available to municipalities to encourage new capital undertakings such as sidewalk construction, community planning and community centres.

One of the most important changes in the Agreement of 1962-67 was in connection with the arrangements for capital loans from the Federal Government. The 1957-62 Agreement made provision for additional loan funds, but the 1962-67 agreement stated that henceforth the annual grant from the Federal Government was to provide only the funds required to meet the deficit in the operating account of the Territory with capital requirements being financed by loans from the Federal Government up to a fixed maximum of \$7,359,103 for the full five-year period. The cost of amortizing such loans was to be met by special annual grants from the Federal Government equal to the net annual payment of principal and interest. Where Federal Government funds are loaned by the Territorial Government to its municipalities and to individuals for low-cost housing, the repayment of these loans is used to meet corresponding Territorial amortization payments to the Federal Government.

**TABLE 42**  
**Welfare Services**  
**Period April 1, 1960 – March 31, 1961**

	Caseload at April 1, 1960	Cases Opened during year	TOTAL CASE- LOAD CARRIED	Number of Individuals	Cases Closed during year	ACTIVE CASELOAD at March 31, 1961
<b>Child Welfare Services*</b>						
Child Care . . . . .	68	94	162	162	90	72
Protection . . . . .	73	27	100	440	16	84
Adoption . . . . .	29	38	67	192	32	35
Unmarried Mothers . . . . .	25	18	43	51	10	33
Juvenile Delinquents . . . . .	5	2	7	7	2	5
<b>Social Welfare Services**</b>						
Family Service . . . . .	6	37	43	162	28	15
Social Assistance . . . . .	94	222	316	522	181	135
<b>Health Services**</b>						
Tuberculosis . . . . .	8	18	26	26	7	19
Mental Health (Insanity) . . . . .	20	6	26	26	8	18
Cancer Control . . . . .	1	—	1	1	—	1
<b>Total Caseload Carried . . . . .</b>	<b>329</b>	<b>462</b>	<b>791</b>	<b>1,589</b>	<b>374</b>	<b>417</b>

\* Includes white status and Indian status cases.

\*\*White status only (Health and Social Welfare Services are provided to Indians by Federal Government Departments viz. Indian Health Services and the Indian Affairs Branch.)

Source: Yukon Territorial Department of Social Welfare.

**TABLE 43**  
**Welfare Services**  
**Period April 1, 1961 – March 31, 1962**

CATEGORY	Caseload at April 1, 1961	Cases Opened during year	TOTAL CASE- LOAD CARRIED	Number of Indiv- iduals	Cases closed during year	ACTIVE CASELOAD at March 31, 1962
<b>Child Welfare Services*</b>						
Child Care . . . . .	72	94	166	166	62	104
Protection . . . . .	84	35	119	558	42	77
Adoption (includes applicants awaiting placements of child) . . . . .	35	20	55	57	25	30
Unmarried Parents . . . . .	32	25	57	69	45	12
Juvenile Delinquents . . . . .	5	3	8	8	5	3
<b>Social Welfare Services**</b>						
Family Service . . . . .	15	20	35	131	18	17
Social Assistance . . . . .	135	320	455	727	303	152
<b>Health Services**</b>						
Tuberculosis . . . . .	19	9	28	28	11	17
Mental Health (Insanity) . . . . .	18	14	32	32	16	16
Cancer Control . . . . .	1	—	1	1	—	1
<b>Total Caseload Carried . . . . .</b>	<b>416</b>	<b>540</b>	<b>956</b>	<b>1,777</b>	<b>527</b>	<b>429</b>

\* Includes white status and Indian status cases.

\*\*White status only (Health and Social Welfare Services are provided to Indians by Federal Government Departments – viz; Indian Health Services and the Indian Affairs Branch.)

Source: Yukon Territorial Department of Social Welfare.

**TABLE 44**  
**Welfare Services**  
**Period April 1, 1962 – March 31, 1962**

CATEGORY	Caseload at April 1, 1962	Cases Opened during year	TOTAL CASE- LOAD CARRIED	No. of Indiv- iduals	Cases Closed during year	ACTIVE CASELOAD at March 31, 1963
<b>Child Welfare Services*</b>						
Child Care . . . . .	104	164	268	268	130	138
Protection . . . . .	77	16	93	455	23	70
Adoption (includes applicants awaiting placement of child) . . . . .	30	34	64	180	27	37
Unmarried Parents . . . . .	12	8	20	25	20	Nil
Juvenile Delinquents . . . . .	3	20	23	23	10	13
Family Service . . . . .	7	20	27	119	10	17
<b>Social Welfare Services**</b>						
Social Assistance . . . . .	152	352	504	924	316	188
<b>Old Age Assistance, Blind Persons &amp; Disabled Persons Allowances*</b>	(Caseload from January 1, 1963)					
Old Age Assistance . . . . .	32	2	34	34	—	34
Blind Persons Allowances . . . . .	6	1	7	7	—	7
Disabled Persons Allowances . . . . .	4	—	4	4	—	4
<b>Total . . . . .</b>	<b>427</b>	<b>617</b>	<b>1,044</b>	<b>2,039</b>	<b>536</b>	<b>508</b>

\* Includes white status and Indian status cases.

\*\*White status only (Social Welfare Services were provided to Indians by Federal Government – Indian Affairs Branch.)

Source: Yukon Territorial Department of Social Welfare.

**TABLE 45**  
**Welfare Services**  
**Period April 1, 1963 – March 31, 1964**

CATEGORY	Caseload at April 1, 1963	Cases Opened during year	TOTAL CASE- LOAD CARRIED	Number of Indiv- iduals	Cases Closed during year	ACTIVE CASELOAD at March 31, 1964
<b>Child Welfare Services*</b>						
Child Care . . . . .	138	133	271	271	131	140
Protection . . . . .	70	63	133	643	43	90
Adoption (includes applicants awaiting placement of child) . . . . .	37	31	68	159	31	37
Unmarried Parents . . . . .	Nil	17	17	21	9	8
Juvenile Delinquents . . . . .	13	20	33	33	20	13
Family Services . . . . .	17	6	23	104	15	8
<b>Social Welfare Services**</b>						
Social Assistance . . . . .	188	383	571	1,143	415	156
(Figures in ( ) indicate families of mixed status)	(8)	(34)	(42)	(188)	(20)	(22)

Table 45 (Cont'd)

CATEGORY	Caseload at April 1, 1963	Cases Opened during year	TOTAL CASE-LOAD CARRIED	Number of Individuals	Cases Closed during year	ACTIVE CASELOAD at March 31, 1964
<b>Old Age Assistance, Blind Persons &amp; Disabled Persons Allowances*</b>						
Old Age Assistance . . . . .	39	14	53	53	19	34
Blind Persons Allowances . . . .	5	2	7	7	2	5
Disabled Persons Allowances . .	7	—	7	7	4	3
<b>TOTAL . . . . .</b>	<b>514</b>	<b>669</b>	<b>1,183</b>	<b>2,441</b>	<b>689</b>	<b>494</b>

\* Includes white status and Indian cases.

\*\* White status only (Social Welfare Services were provided to Indians by Federal Government — Indian Affairs Branch.

Source: Yukon Territorial Department of Social Welfare.

**TABLE 46**  
**Welfare Services**  
**Period April 1, 1964 — March 31, 1965**

CATEGORY	Caseload at April 1, 1964	Cases Opened during year	TOTAL CASE-LOAD CARRIED	Number of Individuals	Cases closed during year	ACTIVE Case-load at March 31, 1965
<b>Child Welfare Services*</b>						
Child Care . . . . .	140	162	302	302	165	137
Protection . . . . .	90	50	140	696	73	67
Adoption (includes applicants awaiting placement of child). . . . .	37	39	76	157	41	35
Unmarried Parents . . . . .	8	22	30	40	25	5
<b>Territorial Probation Services</b>						
Adult Offenders on Prob. . . . .	6	17	23	23	7	16
Parole Referrals . . . . .	—	3	3	3	1	2
Adult Offenders referred to Welfare Department . . . . .	—	3	3	3	3	—
Juvenile Offenders . . . . .	7	18	25	25	13	12
<b>Social Welfare Services**</b>						
Social Assistance . . . . .	156	243	399	802	235	164
(Figures in ( ) indicate families of mixed status) . . . .	(22)	(12)	(34)	(93)	(20)	(14)
<b>Old Age Assistance, Blind Persons &amp; Disabled Persons Allowances*</b>						
Old Age Assistance . . . . .	34	11	45	45	12	33
Blind Persons Allowance . . . .	5	2	7	7	—	7
Disabled Persons Allowances . .	4	—	4	4	1	3
<b>TOTAL . . . . .</b>	<b>487</b>	<b>570</b>	<b>1,057</b>	<b>2,107</b>	<b>576</b>	<b>481</b>

\* Includes white status and Indian Status cases.

\*\* White Status only (Social Welfare Services were provided to Indians by Federal Government — Indian Affairs Branch.

Source: Yukon Territorial Department of Social Welfare.

**TABLE 47**  
**FEDERAL PAYMENTS AS PERCENTAGE OF GROSS**  
**TERRITORIAL EXPENDITURES**

Year	Gross Territorial	Federal Payments	Percentage of Gross Territorial Expenditure Represented by Federal Payments
1958-59	\$4,250,741	\$2,546,812	60
1959-60	4,515,596	2,581,605	57
1960-61	5,335,083	3,125,399	59
1961-62	5,624,705	3,238,116	58
1962-63	8,398,796	7,658,932	91
1963-64	8,035,673	6,119,989	76
1964-65	8,037,440	6,297,194	78
1965-66	9,815,546	8,006,249	82

Source: Department of the Territorial Treasurer – Yukon.

**TABLE 48**  
**TERRITORIAL REVENUES AS PERCENTAGE OF GROSS**  
**TERRITORIAL EXPENDITURES**

Year	Gross Territorial Expenditures	Territorial Revenues	Territorial Revenues as Percentage of Gross Expenditures
1958-59	\$4,250,741	\$1,414,471	33
1959-60	4,515,596	1,620,167	36
1960-61	5,335,083	1,782,677	33
1961-62	5,624,705	1,744,235	31
1962-63	8,398,796	2,021,880	24
1963-64	8,035,673	2,226,225	28
1964-65	8,037,440	2,399,253	30
1965-66	9,815,546	2,446,542	25

Source: Department of the Territorial Treasurer – Yukon.

**TABLE 49**  
**OUTSTANDING LOANS JUNE 1, 1966**  
**Federal to Territorial Government**

Whitehorse Sewer and Water System . . . . .	\$1,279,193
General Operating Loan . . . . .	434,825
Whitehorse General Hospital . . . . .	642,563
Second Mortgage Housing. . . . .	67,944
Low Cost Housing. . . . .	193,878
Capital Borrowing . . . . .	5,858,940
Total. . . . .	<u>\$8,477,343</u>

Table 49 (Cont'd)

## Territorial Government to City of Whitehorse\*

Machinery Loan .....	\$ 5,898
Street Paving .....	5,776
Sewer and Water System .....	808,283
Total .....	<u>\$ 819,957</u>

Another loan of \$100,000 for the construction of a new city hall-firehall complex was approved by the ratepayers on June 1, 1966.

\*Note: There are no loans outstanding to other municipalities.

Source: Department of the Territorial Treasurer – Yukon.

TABLE 50  
MUNICIPAL FINANCE  
April 1, 1954 to December 31, 1965  
Whitehorse

Year*	Revenue	Expenditure	Assessment	Mill Rate	Territorial Grants
1954-55	\$173,156	\$170,730	Not available	32	\$ 39,884
1955-56	187,381	179,835	Not available	35	34,060
1956-57	214,509	210,621	Not available	32	34,060
1957-58	258,901	258,317	\$ 8,911,750	32	34,061
1958-59	311,536	305,343	10,480,290	32	64,340
1959-60	363,677	352,850	11,085,770	32	112,065
1960	319,334	311,012	11,085,770	32	88,604
1961	370,284	376,333	11,683,075	36	83,778
1962	430,584	414,521	12,071,916	38	78,562
1963	469,777	469,777	13,017,366	40	84,332
1964	524,733	502,668	13,501,324	41	86,238
1965	573,871	560,602	20,098,560	32	120,455
Dawson City					
1954-55	34,738	39,016	560,307	35	15,054
1955-56	50,722	39,657	Not Available	35	21,935
1956-57	42,683	56,722	550,000	35	17,530
1957-58	53,612	52,063	542,500	35	20,450
1958-59	58,003	59,829	437,328	35	22,000
1959-60	81,669	74,791	510,727	35	49,529
1960	60,989	69,869	510,727	35	29,043
1961	115,631	109,725	544,574	55	66,536
1962	128,926	131,685	544,574	55	71,282
1963	118,930	113,777	586,476	55	70,711
1964	125,772	123,521	587,620	55	78,136
1965	93,440	102,729	582,466	55	48,994

\* Note: The fiscal year changed from April 1 to March 31 to a calendar year. Thus the figures for 1960 are for nine months only.

Source: Department of the Territorial Treasurer – Yukon.

**DISTRIBUTION OF TERRITORIAL REVENUES**  
1964-65 and 1965-66

	<u>1964-65</u>	<u>1965-66</u>
<b>OPERATION AND MAINTENANCE</b>		
Tax Revenue . . . . .	\$ 969,196	\$ 968,526
Less remissions of taxes . . . . .	—	62,814
Liquor Profits . . . . .	884,168	926,707
Licence Revenue . . . . .	286,309	291,065
Rental of Government Property . . . . .	84,162	111,025
Sundry . . . . .	76,168	48,982
Interest on Investments . . . . .	35,748	65,556
Fines — Territorial Court . . . . .	31,895	37,825
Fees — Registration and Services . . . . .	19,958	34,930
Sale of Government Property . . . . .	11,649	24,749
Sub-Total . . . . .	<u>2,399,253</u>	<u>2,446,552</u>
Expenditure Recoveries . . . . .	2,236,714	2,431,802
Government of Canada operating Grants . . . . .	1,868,013	2,111,263
<b>PROJECT CAPITAL</b>		
Expenditure Recoveries . . . . .	840,329	1,062,570
<b>LOAN AMORTIZATION, Etc.</b> . . . . .	489,965	561,448
Excess of Budgetary Expenditure over Budgetary Revenue . . . . .	<u>203,166</u>	<u>1,201,911</u>
	<u>\$8,037,440</u>	<u>\$9,815,546</u>

Source: Department of the Territorial Treasurer — Yukon.

**DISTRIBUTION OF TERRITORIAL EXPENDITURES**  
1964–65 and 1965–66

**Appendix II**

	<u>1964–65</u>	<u>1965–66</u>
Education . . . . .	\$1,605,659	\$1,858,902
Roads Bridges & Public Works . . . . .	1,356,575	1,452,218
Yukon Hospital Insurance Service . . . . .	667,899	650,613
Justice . . . . .	537,748	481,758
Welfare . . . . .	444,905	486,382
Vocational Training . . . . .	301,765	351,285
Health . . . . .	301,286	290,273
Municipal & Area Development Administration . . . . .	290,287	336,758
General . . . . .	223,637	308,255
Territorial Treasurer & Collector of Taxes . . . . .	177,265	234,847
Territorial Secretary & Tax Assessor . . . . .	72,467	72,812
Travel and Publicity . . . . .	59,337	70,960
Yukon Council . . . . .	50,191	50,072
Yukon Regional Library . . . . .	43,655	67,049
Game . . . . .	31,245	34,243
Public Administrator. . . . .	<u>6,115</u>	<u>9,691</u>
Sub-Total . . . . .	6,170,036	6,756,118
Project Capital . . . . .	1,595,426	2,727,097
Loan Amortization, Etc. . . . .	<u>271,978</u>	<u>332,331</u>
	<u>\$8,037,440</u>	<u>\$9,815,546</u>

Source: Department of the Territorial Treasurer – Yukon.

MEMBERS  
of the  
ADVISORY COMMITTEE ON FINANCE

1961 – 1963

J.O. Livesey  
G.O. Shaw  
J.K. McKinnon

(Chairman)

Carmacks-Kluane  
Dawson  
Whitehorse North

1963 – 1964

R.L. McKamey  
J.O. Livesey  
H.E. Boyd

(Chairman)

Mayo  
Carmacks-Klune  
Whitehorse East

1964 – 1966

J.V. Watt  
D.E. Taylor  
J.K. Thompson

(Chairman)

Whitehorse West  
Watson Lake  
Whitehorse North

1966

J.K. Thompson  
F.G. Southam  
H.E. Boyd

(Chairman)

Whitehorse North  
Mayo  
Whitehorse East

1967

N. Chamberlist  
D.E. Taylor  
J.K. McKinnon

(Chairman)

Whitehorse East  
Watson Lake  
Whitehorse North

## Appendix IV

### YUKON HYDRO COMPANY LIMITED

(All Sales to Yukon Electrical Co. Ltd.)  
Whitehorse Plant 3 Hydro Units

Capacity, K.W.

1,650

### YUKON ELECTRICAL COMPANY LIMITED

	Unit	Capacity K.W.
Haines Junction. . . . .	Oil Diesel	100
	Oil Diesel	100
	Oil Diesel	100
	Oil Diesel	<u>200</u>
		500
Watson Lake. . . . .	Oil Diesel	100
	Oil Diesel	100
	Oil Diesel	150
	Oil Diesel	250
	Oil Diesel	300
	Oil Diesel	<u>350</u>
		1,250
Carcross. . . . .	Oil Diesel	60
	Oil Diesel	<u>100</u>
		160
Carmacks. . . . .	Oil Diesel	75
	Oil Diesel	<u>75</u>
		150
Destruction Bay . . . . .	Oil Diesel	150
	Oil Diesel	<u>200</u>
		350
Teslin . . . . .	Oil Diesel	100
	Oil Diesel	<u>150</u>
		250
Beaver Creek . . . . .	Oil Diesel	100
	Oil Diesel	<u>150</u>
		250
Old Crow. . . . .	Oil Diesel	30
	Oil Diesel	40
	Oil Diesel	<u>40</u>
		110
Stewart Crossing . . . . .	Oil Diesel	60
	Oil Diesel	<u>60</u>
		120
Ross River . . . . .	Oil Diesel	<u>15</u>
		15

## NORTHERN CANADA POWER COMMISSION

<u>Location</u>	<u>Type</u>	<u>Total Capacity</u>
Mayo	2 Hydro units	6000 KW each
Whitehorse	2 Hydro units	7500 KW each
Dawson City	3 Oil Diesel units	250 KW each

ELECTRIC POWER STATISTICS  
—YUKON TERRITORY—

	Gen Cap KW	Gen 000's KWH	Sales to Ultimate Customers 000's KWH	Value of Sales to Ultimate Customers \$	Employees	Wages and Salaries \$
1959	29,537	83,581	49,506	1,289,253	43	228,361
1960	31,880	90,552	55,769	1,526,230	60	301,706
1961	32,150	101,356	66,778	1,790,525	65	369,422
1962	30,720	104,554	69,697	1,900,978	67	350,593
1963	31,290	103,182	73,238	1,909,202	71	389,541
1964	31,550	111,004	76,855	2,104,452	79	436,516
1965	31,880	107,874	80,053	2,209,865	78	450,647

Source: Dominion Bureau of Statistics.

**VALUE OF MINERAL PRODUCTION**  
**YUKON TERRITORY**  
 Value in Dollars

Products	1955	1956	1957	1958	1959	1960
<b>Metallics</b>						
Gold .....	2,492,379	2,480,434	2,481,425	2,301,975	2,247,847	2,652,004
Silver .....	5,037,035	5,553,619	5,665,232	5,569,348	6,192,556	6,416,956
Lead .....	3,774,575	3,971,215	3,488,023	2,449,920	2,290,960	2,166,638
Copper .....	—	—	—	—	—	—
Zinc .....	2,978,881	3,124,194	2,069,741	1,688,811	1,621,375	1,789,287
Cadmium .....	360,074	415,868	315,782	244,323	181,440	206,604
Platinum Grp. ....	—	—	—	—	—	1,553
<b>SUB-TOTAL .....</b>	<b>14,642,944</b>	<b>15,545,330</b>	<b>14,020,203</b>	<b>12,254,377</b>	<b>12,534,178</b>	<b>13,233,042</b>
<b>Fuels</b>						
Coal .....	81,806	111,104	91,595	56,379	58,200	97,156
<b>TOTAL MINERALS</b>	<b>14,724,750</b>	<b>15,656,434</b>	<b>14,111,798</b>	<b>12,310,756</b>	<b>12,592,378</b>	<b>13,330,198</b>
Products	1961	1962	1963	1964	1965	1966
<b>Metallics</b>						
Gold .....	2,371,494	2,050,255	2,084,215	2,183,611	1,698,975	1,509,320
Silver .....	6,538,897	7,551,814	8,450,755	7,894,196	6,462,393	5,705,434
Lead .....	1,712,198	1,615,980	1,867,647	2,744,235	2,766,953	2,446,126
Copper .....	257,098	132,990	—	—	—	—
Zinc .....	1,528,100	1,438,554	1,514,520	1,855,512	2,000,396	1,371,986
Cadmium .....	228,296	231,328	326,124	428,399	386,192	253,978
Platinum Grp. ....	—	1,611	—	—	—	—
<b>SUB-TOTAL .....</b>	<b>12,636,083</b>	<b>13,022,532</b>	<b>14,243,261</b>	<b>15,105,953</b>	<b>13,314,909</b>	<b>11,286,844</b>
<b>Fuels</b>						
Coal .....	114,221	115,198	123,675	98,150	85,626	60,000
<b>TOTAL MINERALS</b>	<b>12,750,304</b>	<b>13,137,730</b>	<b>14,366,936</b>	<b>15,204,103</b>	<b>13,400,535</b>	<b>11,346,844</b>

Source: Dominion Bureau of Statistics.

## HIGHWAY TRAFFIC AT YUKON BORDER POINTS

PORT OF ENTRY	Non-Resident Vehicles Entering Canada Length of Stay in Canada				Canadian Vehicles Returning to Canada Length of Stay Abroad		
	One or more nights in Canada	Entering & Leaving same day	Repeats & Taxis	Commercial Vehicles	Returning after one or more nights in U.S.	Leaving & Returning same day	Commercial Vehicles
1961							
Carcross . . . . .	21	1	—	—	—	—	—
Little Gold Creek . . . .	1,354	11	—	7	172	213	12
Snag Creek . . . . .	13,106	285	—	1,436	506	322	248
1962							
Beaver Creek . . . . .	14,149	334	—	1,740	543	550	204
Carcross . . . . .	2	30	—	—	—	—	—
Little Gold Creek . . . .	5	1,731	—	22	137	136	4
Pleasant Camp . . . . .	519	1,713	189	393	272	1,688	523
1963							
Beaver Creek . . . . .	16,277	917	—	1,860	328	554	239
Carcross . . . . .	6	3	—	—	—	—	—
Dawson . . . . .	1,314	23	—	—	41	146	3
Pleasant Camp . . . . .	2,415	809	—	267	1,112	432	360
1964							
Beaver Creek . . . . .	17,075	1,126	—	3,513	497	309	114
Carcross/Whitehorse . . .	298	6	—	—	—	—	—
Dawson . . . . .	1,267	10	—	2	142	62	8
Pleasant Camp . . . . .	2,719	948	374	500	408	1,021	298
1965							
Beaver Creek . . . . .	19,231	1,682	—	3,181	478	308	123
Carcross/Whitehorse . . .	315	3	—	—	—	—	—
Dawson . . . . .	1,641	19	—	11	177	54	2
Pleasant Camp . . . . .	3,546	1,211	432	642	509	1,073	391

Source: Dominion Bureau of Statistics.

**NATIONAL HOUSING ACT MORTGAGE LOANS APPROVED  
— YUKON TERRITORY —**

LOANS BY APPROVED LENDERS			C.M.H.C. LOANS			TOTAL LOANS			
	Number of		Value of	Number of		Value of	Number of		Value of
	Loans	Units	Loans	Loans	Units	Loans	Loans	Units	Loans
			\$			\$			\$
1958 . . . . .	—	—	—	1	1	10,000	1	1	10,000
1959 . . . . .	3	3	37,000	13	13	150,000	16	16	187,000
1960 . . . . .	—	—	—	32	32	377,000	32	32	377,000
1961 . . . . .	—	—	—	20	20	290,000	20	20	290,000
1962 . . . . .	—	—	—	26	28	378,000	26	28	378,000
1963 . . . . .	—	—	—	23	33	400,000	23	33	400,000
1964 . . . . .	—	—	—	10	10	150,000	10	10	150,000

**HOME IMPROVEMENT LOANS APPROVED  
— YUKON TERRITORY —**

	Number of		Value of
	Loans	Units	Loans
			\$
1958 .....	7	7	11,000
1959 .....	4	4	8,000
1960 .....	7	9	17,000
1961 .....	48	60	122,000
1962 .....	16	19	44,000
1963 .....	17	18	35,000
1964 .....	7	7	17,000

Source: Central Mortgage and Housing Corporation.

## EARNINGS IN CONSTRUCTION – YUKON TERRITORY

	Contractors	Construction	Total
	\$	\$	\$
1958	1,069,468	936,157	2,005,625
1959	1,353,394	1,105,372	2,458,766
1960	1,368,745	535,057	1,903,802
1961	1,973,214	693,768	2,666,982
1962	1,487,554	1,107,484	2,595,038
1963	1,606,716	646,776	2,253,492
1964	1,496,358	270,247	1,766,605
1965	1,467,318	319,702	1,787,020

Source: Reports of the Workmen's Compensation Board.

DISTRIBUTION OF TAXABLE CORPORATION INCOME  
BY INDUSTRIAL DIVISIONS  
– YUKON TERRITORY –  
(millions of dollars)

	1958	1959	1960	1961	1962	1963	1964
Agriculture, Forestry & Fishing . . . . .	—	—	—	{ 0.4	0.2	0.3	0.2
Mining, Quarrying & Oil Wells . . . . .	—	1.1	2.0		—	0.1	0.1
Manufacturing . . . . .	—	0.1	1.8	—	—	0.1	0.1
Construction . . . . .	1.0	0.2	0.2	0.1	—	0.1	0.3
Transportation, Communication and Storage. . . .	0.1	0.2	0.4	{ 0.9	0.5	0.5	0.5
Public Utilities. . . . .	0.3	0.2	0.3		—	—	—
Wholesale & Retail Trade . . . . .	0.2	0.3	0.4	0.1	0.2	0.3	0.3
Finance . . . . .	—	0.1	0.2	0.3	0.1	0.2	0.2
Services . . . . .	—	0.1	0.1	0.2	0.2	0.1	0.1
Total . . . . .	1.6	2.3	5.4	2.0	1.2	1.6	1.7

Source: Department of National Revenue.

## COMPARISON OF INDIVIDUAL INCOME TAX STATISTICS.

## Taxation Years

		1958	1959	1960	1961	1962	1963	1964
YUKON TERRITORY								
Taxable Returns								
Number of Returns		3,948	4,201	4,795	4,359	4,414	4,496	4,289
Total Income . . .	\$000's	16,902	18,599	21,248	20,150	20,769	21,703	21,599
Income per Return	\$	4,281	4,427	4,431	4,623	4,705	4,827	5,036
Total Tax Payable .	\$000's	1,668	1,935	2,358	2,191	2,315	2,444	2,557
Average Tax Payable per Return . . .	\$	422	461	492	503	524	544	596
All Returns								
Total Income . . .	\$000's	17,582	19,495	22,327	21,233	21,917	22,776	22,560
NORTHWEST TERRITORIES								
Taxable Returns								
Number of Returns		2,906	3,067	3,663	4,138	3,808	4,192	4,470
Total Income . . .	\$000's	12,833	13,992	17,190	20,951	18,749	21,798	22,534
Income per Return	\$	4,416	4,562	4,693	5,063	4,924	5,200	5,041
Total Tax Payable .	\$000's	1,264	1,434	1,860	2,233	2,011	2,363	2,665
Average Tax Pay- able per Return	\$	435	468	508	540	528	564	596
All Returns								
Total Income . . .	\$000's	14,071	15,057	17,869	22,126	20,371	22,993	24,632
BRITISH COLUMBIA								
Taxable Returns								
Number of Returns		444,412	459,295	464,651	465,871	489,825	512,933	552,314
Total Income . . .	\$000's	1,854,064	1,954,575	2,048,304	2,101,745	2,266,229	2,433,470	2,741,082
Income per Return	\$	4,172	4,256	4,408	4,511	4,627	4,744	4,963
Total Tax Payable	\$000's	164,338	186,480	205,486	211,528	229,695	255,214	314,731
Average Tax Pay- able per Return	\$	370	406	442	454	469	498	570
All Returns								
Total Income . . .	\$000's	2,006,572	2,107,577	2,201,954	2,254,793	2,420,095	2,575,918	2,879,425
NEWFOUNDLAND								
Taxable Returns								
Number of Returns		45,722	47,780	52,134	54,693	56,722	60,776	66,148
Total Income . . .	\$000's	169,260	183,779	204,521	222,482	230,642	254,390	280,129
Income Per Return	\$	3,702	3,846	3,923	4,068	4,066	4,186	4,235
Total Tax Payable	\$000's	12,110	14,371	17,050	18,454	19,344	21,915	26,122
Average Tax Pay- able per Return	\$	265	301	327	337	341	361	395
All Returns								
Total Income . . .	\$000's	222,410	238,483	262,011	276,880	293,963	314,781	342,198

Source: Department of National Revenue (Taxation Statistics).

# COUNCILS of the YUKON TERRITORY 1952 – 1967

1952 – 1955		
Member		Constituency
A.R. Hayes	(Speaker)	Carmacks-Kluane
V.C. Mellor		Dawson
A.F. Berry		Mayo
J.L. Phelps		Whitehorse East
F.D. Locke		Whitehorse West
1955 – 1958		
A.R. Hayes	(Speaker)	Carmacks-Kluane
V.C. Mellor		Dawson
D.C. McGeachy		Mayo
J.L. Phelps		Whitehorse East
R. Hulland		Whitehorse West
1958 – 1961		
J.O. Livesey	(Speaker)	Carmacks-Kluane
G.O. Shaw		Dawson
R.L. McKamey		Mayo
C.D. Taylor		Whitehorse East
J. Smith		Whitehorse West
1961 – 1964		
J.O. Livesey	(Speaker)	Carmacks-Kluane
G.O. Shaw		Dawson
R.L. McKamey		Mayo
D.E. Taylor		Watson Lake
N. Chamberlist		Whitehorse East
*H.E. Boyd		Whitehorse East
J.K. McKinnon		Whitehorse North
J. Watt		Whitehorse West
* By-election in Whitehorse East, 1961.		
1964 – 1967		
G.E. Shaw	(Speaker)	Dawson
R. McKinnon		Carmacks-Kluane
F.G. Southam		Mayo
D.E. Taylor		Watson Lake
H.E. Boyd		Whitehorse East
J.K. Thompson		Whitehorse North
J. Watt		Whitehorse West
1967 –		
J.O. Livesey	(Speaker)	Carmacks-Kluane
G.O. Shaw		Dawson
Mrs. Jean Gordon		Mayo
D.E. Taylor		Watson Lake
N. Chamberlist		Whitehorse East
J.K. McKinnon		Whitehorse North
J. Dumas		Whitehorse West

## COMMISSIONERS OF THE YUKON TERRITORY

William Ogilvie . . . . .	1898 – 1901
James Hamilton Ross. . . . .	1901 – 1902
Zachary Taylor Wood (Acting) . . . . .	1902 – 1903
Frederick Tennyson Congdon . . . . .	1903 – 1905
William Wallace Burns McInnes . . . . .	1905 – 1907
Alexander Henderson . . . . .	1907 – 1912
George Black . . . . .	1912 – 1916
George Norris Williams (Administrator) . . . . .	1916 – 1918

Offices of Commissioner and Administrator  
abolished in 1918 and powers vested  
in Gold Commissioner

George P. MacKenzie . . . . .	1918 – 1925
Percy Reid . . . . .	1925 – 1928
George Ian MacLean . . . . .	1928 – 1932

Position of Gold Commissioner  
abolished and replaced by Controller

George Allan Jeckell . . . . .	1932 – 1947
John Edward Gibben . . . . .	1947 – 1950

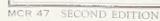
Office of Commissioner  
restored in 1948

Andrew Harold Gibson . . . . .	1950 – 1951
Frederick Fraser . . . . .	1951 – 1952
Wilfrid George Brown . . . . .	1952 – 1955
Frederick Howard Collins. . . . .	1955 – 1962
Gordon Robertson Cameron. . . . .	1962 – 1966
James Smith. . . . .	1966 –

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- NOTE – The Department of Northern Affairs and National Resources was superseded by the Department of Indian Affairs and Northern Development in Oct. 1966.





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